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The League's Business

Back to the Old Home Town

All signs indicate a large attendance at this year's National Conference of the League of Women Voters Government, perhaps the largest in the League's 52-year history. We go back to the city of our "birth," Philadelphia, to observe (two years late because of the war) our 50th anniversary.

The Bellevue-Stratford Hotel has set aside a generous number of twin-bed double rooms for League members, speakers and guests but, in view of the crowded conditions and demand, unspoken for rooms will be available for only a limited time.

In addition to the fact that this will be the first Conference since Pearl Harbor, today's unprecedented volume of civic action and demand for improvement should make this an unusually interesting and well attended meeting.

Local, county and state business has become infinitely more complicated during the 52 years the League has been working to help the citizen understand, improve and control it. There is more need than ever for mastery of public affairs by the citizen. How is he carrying out this responsibility in a self-governing system? What problems lie ahead? How can we face them realistically, effectively?

The three-day program in Philadelphia will attempt to answer these questions. There will be numerous notable speakers and sessions beginning at noon Monday, November 11, and ending with the luncheon of Wednesday, November 13, on current civic battles, the development of a responsible citizenry, the preservation of strong local governments, municipal financial problems, current issues involved in the conduct of the civil service, voting methods, progress in county government, metropolitan areas, teaching self-government in the schools, guiding the civic battle, and progress and needs in state government.

Among the speakers will be League President John G. Winant, U. S. representative to the Economic and Social Council of the United Nations; Richard Childs, chairman of the League's Council; Ex-Governor Charles Edison of New Jersey; David E. Lilienthal, chairman of the Tennessee Valley Authority; Thomas H. Reed, municipal government counselor of the Connecticut Public Expenditure Council; Luther Gulick, director of the Institute of Public Administration; Shepherd L. Witman, director of the Council on World Affairs; John J. Mahoney of Boston University; Arnold S. Zander, president of the American Federation of State, County and Municipal Employees; Oxie Reichle, editor of the Yonkers (New York) *Herald Statesman*; Charles S. Ascher, president of the American Society for Public Administration; Frederick L. Bird, director of municipal research, Dun and Bradstreet; H. Eliot Kaplan, executive secretary of the National Civil Service League; Norman N. Gill, director of the Milwaukee Citizens' Governmental Research Bureau; Harold L. Henderson, executive director of the Minnesota Institute of Governmental Research; Keith L. Seegmiller, Washington representative of the National Association of County Officials.

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National Municipal Review

Editorial Comment

Consider the **WHOLE** City

MOST Americans live in communities where the task of conducting government services is criss-crossed by municipal, county and even state lines which bear little or no relation to the facts of everyday working and living.

Almost half live in 140 metropolitan districts, defined by the Bureau of the Census as all urban areas which include a central city of more than 50,000. It is more unfortunate than most people realize that these 140 natural areas are not single, integrated units of government. Within them are more than 4,000 separate governments, not including almost 12,000 school districts. And many smaller communities with area-wide problems of local government are similarly divided up into a crazy quilt based on meaningless traditions, silly neighborhood jealousies or just plain political selfishness.

If it were not so tragic and illogical it would be funny.

For many years the National Municipal League has been working on the problem of shaping local government to the proportions of the *whole* city. Annexation, city-county consolidation, intermunicipal agreements, functional consolidation, regional districts and authorities — these and other devices have been tried. Here and there they have given some partial or temporary relief, but it must be admitted that the surface has scarcely been scratched since the League brought out its

pioneer study, *The Government of Metropolitan Areas*, in 1930.

Why this serious failure? Why do we permit this senseless, costly, dangerous situation to continue while we recognize the necessity for the consolidation of schools, health districts, power districts and numerous other human endeavors?

Unquestionably it is due to the fact that thinking and understanding on the part of the people of these natural cities has lagged far behind expert knowledge. And most political leadership provides little help. Many politicians still are seduced by the notion that they must divide to conquer or preserve the existing division to stay in the saddle.

One of the most hopeful developments in recent years has been the emergence of metropolitan area citizens' planning or development councils: Louisville Area Development Council, Metropolitan Cleveland Development Council, Allegheny Conference on Community Development (Pittsburgh), Lane County (Oregon) Planning Council, and more and more, until now there are well over a score of such agencies promoting citizen thinking and action at the metropolitan level.

This method is so logical that it is strange it failed to come forward earlier. The ground does, after all, have to be plowed and prepared before the seed developed by the experts so long ago can really be planted.

For the most part these new groups adapt the earlier citizens' councils to the metropolitan area. They undertake to obtain representation of a fair cross-section of existing economic and civic interests, including industry, commerce, labor, education, welfare, etc. Committees or panels make studies of major functions, hold hearings, confer with officials, make recommendations. The councils disseminate information through newspapers, radio, special reports, public speeches, and mobilize public opinion and understanding behind projects as they mature. When a building program, a fiscal study, or a land use survey is called for, existing agencies are encouraged to do the jobs. The councils undertake such tasks only as a last resort.

Now, after only three years, an impressive record of achievement has been made: coordinated public improvement programs in Greater Cleveland, Kansas City, Allegheny County, the Dayton area and elsewhere, aggregating hundreds of millions of dollars; substantial progress toward reducing pollution of air and water in a number of areas; easing

or elimination of transportation and traffic bottlenecks; action on housing and building codes; coordination of recreation and welfare administration; presentation of area-wide needs to state legislatures.

These are only a few of the real and important accomplishments which followed speedily when men and women finally found an effective means of stimulating their thinking as citizens of the *whole* city. In addition to progress toward the solution of specific problems, these agencies have strengthened the willingness of many responsible public officials of separate governments operating in the same area to work together constantly as a day-to-day matter.

It is an impressive record but it represents only a beginning. Most of the problem remains. There has been this heartening demonstration, however, of an ability to think, plan and act as citizens of a realistic area larger than the little suburban sleeping places. It is more clearly recognized that if the affairs of the *whole* city are badly managed it won't be long before there is little of value left to manage in the suburbs.

THE LEAGUE'S BUSINESS

(Continued from page 450)

Charlton F. Chute, director of the Governmental Research Institute of St. Louis
Robert E. Garrigan, executive director of the South Side Planning Board
Chicago.

The National Association of Civic Secretaries will meet Sunday afternoon and evening and Monday morning before the League's sessions open. The Propotional Representation League meeting will be held the morning of Tuesday, November 12.

Come and let's charge our batteries for the civic fights in progress and ahead.

Indianapolis Goes After Slums

Redevelopment board takes first steps in program to aid private enterprise to restore the city's blighted areas.

By WILLIAM H. BOOK*

CITIZENS and officials of Indianapolis, like those of every other urban center, have done a lot of talking about slum clearance. Thirteen years ago several young men, with a bent toward statistics and analysis, compiled some rather elaborate figures to prove that slum areas cost urban communities a great deal of money. A typical slum area was studied and what disease and crime control cost the taxpayers was graphically set forth. If any one needed convincing, those figures proved beyond doubt that such areas are a real drain upon the rest of the community, to say nothing of the aesthetic and humanitarian aspects.

What Indianapolis did about the problem at that time was very different from what it is doing today. That was the year 1933, and Uncle Sam was just beginning to open the valves of the pipelines of federal aid. In common with sister cities all over the land, Indianapolis went hat in hand to Washington to beg a benign and philanthropic Uncle to include it in the list of cities to "make work" and prime the economic pump.

So Indianapolis awakened one day to find it was to have a federal low-

cost housing project, built in one of its slum areas, for Negroes.

In 1935 the project was completed. Attractive, durable, mainly one and two bedroom apartments in 23 buildings, neatly landscaped, 748 family units were created. For the eleven years since the project was opened there has rarely been a vacant apartment, and these Negro families have enjoyed housing better than most of them had been able to obtain before.

True, they have paid less than the cost to Uncle Sam for their living space. And Uncle Sam has paid less than any other landlord would have paid to the community for the services of the municipality.

That type of slum clearance did not satisfy many people in Indianapolis. They looked with a fishy eye at the contention that this country could engage in "loss leader sales" of housing without destroying the investment of private enterprise in housing, or that even this great country could, *ad infinitum*, continue deficit financing—which has been the only way it yet has tried to finance such projects.

Some who went a little more deeply into the problem came out with the idea that while Uncle Sam might demonstrate the need for slum clearance, he could never accomplish more than a token result.

The more they talked, the more these people believed that total slum clearance is a very big job and that more slums would be cleared, and

*Mr. Book is executive vice president and former governmental research director of the Indianapolis Chamber of Commerce. Previously business director of the Indianapolis public schools, Mr. Book became the first state director of unemployment relief in Indiana in 1933, leaving the following year with a record of having established this temporary state function on a non-political basis.

rehabilitation more soundly planned and executed, if every urban community would undertake to work out its own salvation.

Out of four years of discussion, culminating in the semi-official deliberations of the Mayor's Committee on Postwar Planning, ideas finally crystallized. In a word, these citizens concluded that there is a part for government—local government—to play, but that the main obligation rests upon private enterprise. They said, to keep their thinking clear, it's best to realize that slum clearance is not necessarily the same thing as new low-cost housing. The problem, they said, is primarily what a community should do about its blighted areas, and if that contributed some new low-cost housing, fine, but there still is a lot of vacant land available for home building in and out of our cities. So, the best use of blighted land is the goal to be reached.

It appeared perfectly obvious that private enterprise would not be able either to obtain possession of all the land in such areas without some extraordinary powers that government should probably not confer upon private citizens, or to absorb the excess cost of the "improvements" on these blighted areas, in preparing them for re-use, when so much good vacant land is available.

Finally, it was concluded, American municipal politics being what they are, that the government's part in the enterprise must be safeguarded against any predatory interest.

Out of such thinking came the Indianapolis redevelopment law, enacted by the 1945 session of the Indiana legislature. This law, in brief,

creates a redevelopment district, comprised of the present city area, as a separate taxing unit. The district is given taxing powers but no bonding powers on the theory that a pay-as-you-go program is best. It is given the right of eminent domain. It is required to hold public hearings but to give property owners the right of review of the board's intentions to acquire their property. It may, however, assume possession of the property once a court condemnation order has been entered and the court-determined value has been deposited for the owner, enabling the owner to fight out in court the question of price.

Redevelopment Plan

The district must draft a plan for the redevelopment of an area and must obtain the approval of the City Plan Commission before it can proceed in carrying it out. It may clear all areas it has acquired and prepare them for redevelopment. It may transfer parts of such areas to other units of government if the redevelopment plan calls for any public use. All the property it acquires, except that transferred to another governmental unit, stays on the tax rolls.

The district may offer all parts of areas designated for commercial, industrial or residential use—in other words, for any private use—for sale to enterprisers for redevelopment. And it is empowered to establish minimum standards which these redevelopers must follow.

The redevelopment board's resources for land acquisition, clearing and replanning come from a ten-cent tax rate permitted for two years.

1946 and 1947. After that time it may levy half that amount if the appropriating bodies of the city approve.

The district is placed under the management of a board of directors, appointed for one-year terms by a board of trustees which is, in turn, named for four-year terms by the mayor, circuit judge and president of the city council. This follows rather closely a method employed in Indianapolis for management of its one municipal utility which was devised by a noted Indianapolis attorney, familiar with the peculiarities of Indianapolis politics, to prevent that enterprise from becoming political spoils.

Indianapolis Acts

Having talked a long time about slum clearance, having prepared and secured enactment of a law, Indianapolis is now in the action stage. While other cities are still talking about what they hope to do, Indianapolis is already a year and more on the road to full achievement.

The redevelopment board has been in official existence for a little over a year. It has half of its first half-million-dollar tax levy in hand. It soon will have the rest of the first half million. It has officially levied the second half million to be collected in 1947.

It has tentatively selected what is generally regarded to be the largest and worst blighted area—again, it happens, an area almost exclusively populated by Negroes—as the first area for acquisition and redevelopment. This area consists of 177.81 acres within a mile of downtown In-

dianapolis. Its population numbers about 1,300. A modern high school, a grade school, a church and an apartment building are in the area and will not be included in the acquisition.

Official appraisers have passed judgment on the approximate worth of the land. Lawrence V. Sheridan, an Indianapolis man of national reputation as a city planner, has been retained to replan the area. The city park department and county flood control board have agreed to pay for and take over parts of the area for park, boulevard, playground and levee purposes.

Now, while all these steps have been taken, that doesn't mean that this blighted area will be transformed into a garden spot tomorrow. The existing housing shortage has caused the redevelopment board to assure all persons living in the area that none will be displaced until other places to live have become available to them. So the board is likely to find that it has a blighted area in its possession, with all its plans ready for execution, but delayed for a year or two or even longer, until these families can have reasonable opportunity to move elsewhere.

Already it is evident that part of the area will be zoned for commercial purposes, part for multiple dwellings, part for single dwellings.

An interesting sidelight is that a philanthropic group of Indianapolis citizens, with the American Friends Service Committee and Indianapolis' famous Flanner House, Negro settlement institution, expects to acquire part of the area and use it for an experiment in self-help housing mod-

eled on the Penncraft, Pennsylvania, plan of the Quakers. There low income families have exchanged their own labor in building new modern homes which they can own eventually at not much more than half the money outlay had they undertaken to buy instead of build.

Slums in cities like Indianapolis are different from the slums of older and larger cities. In the area selected by the Indianapolis Redevelopment Board, characterized as the largest and worst in the city, almost all housing is single or double. There are no tenements or row houses. Consequently, density of population is lower than in the areas of new apartment buildings.

Total cost of acquiring and clearing such land will be lower than in some cities where tenements or row houses must be acquired and razed. This will be modified, however, by the fact that relatively larger areas will be acquired in Indianapolis in proportion to the number of people involved.

The plan for redevelopment of the Indianapolis area will permit almost double the present population density and yet will provide a minimum space of about 6,000 square feet for single dwellings. In fact, some city planners who have examined the tentative plan have suggested that the area could readily accommodate twice the number of people with suitable living facilities. That, however, is not the redevelopment board's aim. It points out that there is no shortage of economically useful land for providing housing.

The board is proceeding on a realistic, businesslike basis in devel-

oping its plan. It hopes to salvage the maximum amount possible of service installations and even existing structures. A number of the present houses are regarded as suitable for re-use with little remodeling.

Problem of Inflation

Perhaps the most serious problem the board confronts is the effect of present inflation on real estate values and use. Pressure for housing for returned veterans, for example, has resulted in some sales within the area at far above real value. The board is very near the day when it can adopt its declaratory resolution, naming this officially as a blighted area to be acquired and redeveloped, and when it does so, that will serve as official notice to landowners or purchasers that any improvements or exorbitant new investments in the area will be at the owner's own risk.

Safeguards around the purchase and resale of the land are regarded as adequate. Competent appraisals are provided for which the board must follow. Citizens may obtain a review of any project by the judges of the five superior courts of the county sitting as a panel if they wish it. In selling land, however, the board may take into account the manner in which the prospective purchaser will improve the land as a factor in determining the successful bidder.

Of great interest to the board is the fact that local builders and nation-wide investment organizations are showing keen interest in its plans.

It is well to emphasize that the Indianapolis law is a redevelopment, not a housing, law. The citizens

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New Light on Chicago Politics

Civic complacency cited as one factor in sordid story of link between politics and crime in the 'Windy City.'

By JOHN S. KNIGHT*

THE shocking and sensational disclosures of James M. Ragen, Sr., racing news service proprietor who survived the fire of gangland's guns a mile or two from Chicago's largest police station [he died later], puts the question of good government squarely in every Chicagoans' lap.

Ragen's exposé of the link between Chicago politics and crime was given to State's Attorney Tuohy early in May but, for reasons best known to Mr. Tuohy's office, did not see the light of day until after the unsuccessful attempt on Ragen's life.

It is a sordid story of connivance or profit between the police, the politicians and the gangsters. . . .

The citizens of Chicago have had fair and conclusive warning from the Chicago Crime Commission that continued violations of the liquor laws and ordinances, improper functioning of the police agencies and a weak-kneed policy by the prosecutor and the courts would certainly result in an era of lawlessness unprecedented in the city's history.

This was not mere idle talk by

the Crime Commission. Five murders were committed in Chicago on September 2, 1945. Three of the victims were police officers. Police records show that 31 murders were committed in the month of December 1945. Ten of these murders took place within eight days.

The record of unsolved murders is appalling. A study of Chicago crime shows that the fault lies largely with the system and not with individual officers of the Police Department.

The training program is inadequate. As the Crime Commission points out: "The day is past when an officer can be given a uniform, a star and a club and be expected thereafter to perform his duties satisfactorily without further training."

Investigative procedures are hampered because there is apparently no one department, or any individual within any department, charged with the responsibility of directing investigations. In any number of important cases, a supervisory captain, a district captain, a lieutenant of police, the chief of detectives, the homicide squad, the state attorney's office and the coroner's office have all taken turns in attempting to solve the same crime.

Is it any wonder that with such divided responsibility the results are usually negative?

There are cases on the record where individual policemen have been called on the carpet by ward com-

*Mr. Knight is editor and publisher of the *Detroit Free Press*, the *Chicago Daily News*, the *Akron Beacon Journal* and the *Miami Herald*. He is president of the American Society of Newspaper Editors and during 1943 and 1944 acted as chief liaison officer between the United States and British censorships at London. His present article appeared in the newspapers listed above under the title, "Chicago's Sordid Political Plight Illuminated Anew by Shooting."

mitteemen because they have been "too active" in their investigations.

It has been established that ex-convicts are running liquor joints under city license. In most of the cases where these licenses have been revoked as the result of public pressure, the Liquor License Appeal Commission of the city of Chicago has ordered them restored.

It is a sordid, sorry story of mal-administration, corrupt political influences and trading favors for campaign funds. It is a story of civic inertia and an easy conscience.

What Others Have Done

The point that should be recognized is that no city is ever any better than the caliber of its local government.

To illustrate: for years the cities of Cleveland, Cincinnati and Philadelphia were in the grip of the bosses. Boss Maschke dominated Cleveland, Boss Hynicka ruled Cincinnati and the Vares called the turn in Philadelphia. They were incredibly corrupt cities in which no civic project had the slightest chance of success until it had been approved by the boss. Candidates for public office who displayed any indication of independence were snowed under at the polls.

In time, the citizens revolted and a new order was established. Cleveland and Cincinnati are now two of the best governed cities in America and even sleepy old Philadelphia is developing a civic conscience.

The situation in Chicago is not too dissimilar. Under the tender ministrations of the Kelly-Nash machine, now controlled solely by

Mayor Edward J. Kelly, Chicago has anything but a savory reputation, either here or abroad. Politics has been played for everything there is in it, and the word "everything" needs no qualification.

Ed Kelly has been remarkably shrewd in winning support from both sides of the house. No man, not even our late President, shouted more loudly in the cause of humanity and the common man. By clinging to Roosevelt's coat tails in the early days of his greatest popularity the Kelly machine became so powerful and firmly entrenched that federal funds were always available for Chicago's badly needed improvements. Even a great idealist like Mr. Roosevelt could appreciate the value of votes. And how Ed can deliver!

Surprising as it seems, Boss Kelly has great elements of strength within the business and industrial elements of the city. Although his national politics are anathema to them, they look upon Ed as a "good" mayor.

They know he is a strong man and that his word is good. Under his administration, industrial strife is kept to a minimum because Ed won't stand for illegal mass picketing and doesn't mind trampling upon a few civil liberties when it suits his purpose. "If we must have a boss," the downtown clubmen chant, "why not Kelly?"

Actually, they have given up the fight against bossism because they are (1) too busy, (2) too tired, or (3) never had an opportunity to vote for a first rate opposition candidate.

Chicago is a wonderful city with tremendous possibilities for further growth and development. But these potentialities will never be realized until the citizens of Chicago realize that their city is in a transitional period between the old and the new.

True enough, Chicago makes an impressive appearance on the visitor who rides down Michigan Boulevard or enjoys its beautiful parks and beaches. The facade is imposing but behind that imposing front is a community of shacks, dirty streets, alleys littered with refuse and overrun by rats.

Yet when Louis Ruppel, former executive editor of the *Chicago Herald-American*, launched his "dirty shirt town" campaign, Chicago's business men and Mayor Kelly screamed to high heaven and even to San Simeon about the slurs on the fair name of the city.

That was the end of the *Herald-American's* venture into civic virtue.

City Is Short-Sighted

Chicago is long on big talk about staging another World's Fair, being the transportation center of the United States and the usual Board of Commerce ballyhoo. But it is incredibly short on long-range plans for the future.

It is particularly short-sighted in failing to sense the need for efficient and progressive government.

It has made little effort to discover how a great city can be freed from the grip of a sinister and powerful political gang which exchanges favors for campaign contributions, seems unable to combat

vice and crime and has the effrontery to turn the school system into a subservient tool of the Kelly machine.

Chicago is apathetic toward the Crime Commission and fails to appreciate how effectively its managing director, Virgil W. Peterson, has turned the spotlight upon cowardly courts and laxity in law enforcement.

Few protests are raised against the practice of "coalition" candidates who are actually hand-picked by the machine politicians of both parties.

What's the Answer

There seems today little hope that Governor Dwight Green, who claims to control the Republican organization in Cook County, will find a first rate candidate to oppose Mayor Kelly at the next election.

The answer may lie in the city manager system which has transformed Cincinnati from one of the most corrupt cities in America to what is probably the best governed municipality in the United States.

Such a project entails a long hard fight but achievement of the goal would pay huge dividends in civic decency and free Chicago forever from the shackles which now retard further development of a great city.

The program could be advanced many years if Mayor Kelly, who is just past 70, should decline to stand for re-election on the ground that his long years in public life entitle him to spend his summers at Eagle River and the wintry months in Miami following the ponies at Hialeah.

Chicago could then embark upon its greatest "Century of Progress."

Virginia Aid Plan Spreading

Cities and counties voluntarily ask for supervision of state in program to equalize real estate assessments.

By JOHN H. RUSSELL*

A MOVEMENT to equalize real estate assessments in Virginia has been growing steadily for a number of years¹ until today it is a swelling tide which may shortly engulf the entire state. It may even have significance for other states, holding for them the answer, as it does for Virginia, as to how to achieve state participation in local assessments without offense to local home rule traditions.

The movement has spread to fifteen of Virginia's hundred counties,² representing every major geographical division of the state and accounting for 27 per cent of the state's county population and 43 per cent of the total county assessed value of real estate.

It has taken into its sweep eight of the state's 24 independent cities,³

with 62 per cent of the state's total city population and 70 per cent of the total city assessed value of real estate.

The legislative background of the movement toward equalization of real estate assessment lies in: (1) segregation of real estate to the exclusive use of the localities in 1926 (2) popular approval in 1928 of an amendment to the constitution forbidding the reimposition of a state levy on real estate, and (3) inclusion among the duties of the state tax commissioner, when that office was created in 1926, that of rendering to the localities, but only at their invitation, "advisory aid and assistance in the matter of equalizing the assessments of real estate and tangible personal property as among property owners of the locality."⁴

It is significant that county and city acceptance of the Department of Taxation's offering of system and supervision has been strictly voluntary. Legislation enacted at the 1940 session of the General Assembly only implemented the movement toward state participation by making available, on July 1, an annual appropriation of \$20,000 for carrying out the assistance program already begun. The legislation also made mandatory the reassessment of real estate in counties within the next four years. Acceptance of state-locality

*Dr. Russell has been director of the research division of the Virginia Department of Taxation since 1938. Previously he held professorships at Alleghany, Whitman, and Emory and Henry Colleges, teaching economics, history and political science. From 1914 to 1916 Dr. Russell acted as secretary of the League of Pacific Northwest Municipalities; he served as a member of the Virginia House of Delegates from 1924 to 1926.

¹See "The Growing Movement to Equalize Real Estate Assessments in Virginia," by the author, *Virginia Municipal Review*, April 1939.

²Alleghany, Augusta, Arlington, Campbell, Elizabeth City, Chesterfield, Fairfax, Henrico, Nansemond, Norfolk, Pittsylvania, Roanoke, Scott, Warwick and Wythe.

³Alexandria, Bristol, Buena Vista, Martinsville, Norfolk, Richmond, Roanoke and Staunton.

⁴Tax Code of Virginia, Sec. 14, paragraph 6.

cooperation was not, however, made mandatory.

While the fifteen counties and eight cities which have already taken action were alike in having been long in the grip of antiquated assessment practices, they differed in choice of a corrective agency. Three differing methods have been adopted: (1) continuing boards of assessment; (2) periodic reassessments based on appraisals made by state-trained, state-recommended appraisers, serving regularly constituted local assessors; and (3) periodic reassessments made by local assessors without trained assistants but in accordance with state-recommended and state-supervised procedures.

1. *Continuing Boards of Real Estate Assessment*

The city of Norfolk pioneered in the continuing type of real estate reassessment, establishing in 1933 a three-man board whose members are appointed by the judge of the circuit court for terms of two years. The board is in continuous existence, but its annual task of review and alteration of assessed values requires less than full-time duty. It is served, however, by a full-time secretary who is also a member of the staff of the commissioner of revenue, in whose office the landbooks are prepared.

The city of Richmond next adopted in 1937 the continuing type of assessment procedure. A board of three assessors, chosen by the city council for terms of four years, is on year-round duty. It maintains extensive files, platbooks and card

indexes of real estate ownership, and is continuously engaged in making additions of new and adjustments of old assessed values.

Alexandria next adopted this plan, effective January 1, 1943. One full-time assessor, chosen by the city council for an indefinite tenure, performs all the duties connected with assessing and reassessing real estate.

The city of Roanoke went from the periodic to the continuing board type in 1945. Opposition soon developed, however, and grew to the point where the board's continuation became an issue in the 1946 councilmanic election. This resulted in the choice of a council pledged to return to the periodic method.

This does not necessarily signify any backward step by Roanoke from its advanced position in modernizing real estate reassessment practice, for that position was taken in 1930 when the periodic method prevailed. With its reappraisal of real estate in that year by an outside firm of appraisal engineers and its use of a fixed percentage of the assessor-adjusted, appraised values as a reassessment, Roanoke became the first of the state's political subdivisions to make use of the method which, among the three herein described, holds the greatest promise.

Although the continuing board type has had its greatest usefulness in the larger cities, where it had a spontaneous origin, five counties⁵ near large cities have, since 1942, obtained legislative authority to adopt

⁵Chesterfield, Elizabeth City, Fairfax, Henrico and Norfolk Counties.

the plan and at least two have done so.

2. *Periodic Reassessments with the Aid of State-trained, State-recommended Appraisers*

Although introduced by the city of Roanoke in 1930 and used by Elizabeth City County in 1942, the professional type of real estate reassessment for tax purposes first began to attract widespread attention under the sponsorship of the State Department of Taxation in November 1945, when Warwick County began a reassessment with state advice and state-recommended appraisers. There are now 27 professional appraisers, state-trained and state-recommended, engaged as employees of the localities in the appraisal of real estate subject to local assessment. Employing them are the counties of Alleghany (three), Augusta (six), Nansemond (four), Roanoke (six), Warwick (four),⁶ Wythe (four), the cities of Bristol (two), Buena Vista (two),⁶ Martinsville (two),⁶ Staunton (two), and the town of Galax (two).⁶

The appraisers are not assessors; they are assistants of the assessors, the latter being chosen in each county or city as provided by statute from citizen freeholders. Far from replacing assessors, the trained appraisers tend to increase assessor dignity and improve assessor caliber. They are also a safeguard against petty and unworthy discrimination, for they "know" no one and are thus capable of putting the assessor at ease in his delicate task of equal-

izing the assessments of his acquaintances, be they friends or enemies. With the aid of these professional appraisers, assessors are now achieving an objectivity and impartiality otherwise impossible.

The appraisers are selected men. Nearly all are veterans of World War II, in many instances recruited through the United States Employment Offices. More than 150 applicants have been interviewed in selecting them. Most of them are graduates of Virginia colleges.

Working in teams of two and equipped with the best maps available, which in most rural areas are large-scale aerial photographs supplied by the United States Department of Agriculture, they make a house-to-house and farm-to-farm canvass of all the land within the jurisdiction of the governing agency which they serve. They carry with them printed appraisal field sheets, prepared by clerical assistants, to show for each property the name and address of the owner, the landbook description and amount of land in the tract or lot. Upon these forms they record a breakdown of the property by separate buildings, types of acreage and lot-front footage, assigning to each building, acreage type or lot a separate appraised valuation.

Prejob training of appraisers is the responsibility of the research division of the Department of Taxation. Selectees are given an initial course which normally extends over a period of two weeks. This consists of: (a) lectures on the duties and responsibilities of local officials who have to do with ordering, making or assisting in the making of a general

⁶Localities in which appraisals have been completed.

reassessment of real estate, (b) demonstration of the uses of the appraisal sheet, (c) instruction in procedures for obtaining the maximum information from the taxpayer, (d) study of building and land classification for tax appraisal purposes, (e) use of manuals in tax appraisals, and (f) practice in appraising buildings and acreage. Lately trainees have been assigned, without compensation, to experienced teams already at work for several days of practice appraising.

Upon completion of the prejob training, the trainees are recommended to the governing bodies of counties and cities seeking their services at a stipulated monthly rate of compensation. The rate of pay for appraisers varies from \$250 per month for newly inducted trainees on county jobs to \$375 for the most experienced in urban and industrial properties.

3. *Periodic Reassessments with State Supervision of Local Personnel*

The type of periodic reassessment described under subtitle 2 may be referred to as the "professional" method. Type 3, which differs in no way from the professional in procedures used, may be called the "systematic" method. Like the professional, the systematic method is done with state advice and supervision. It requires the use of the same type of appraisal field sheet, carried to the properties and completed by subteams of two in the same manner as in the professional appraisal. The one noteworthy difference is that in the professional method the assessors have the services of

trained appraisers throughout the travel and inspection stage, whereas in the systematic the assessors act as their own appraisers. The appraisal in either case is on a 100 per cent basis. In either case the responsibility for choosing an assessment ratio and determining the assessed values is upon the assessors.

Scott County, which had not had a reassessment for a generation, used the systematic method in its 1945 reassessment, the process requiring twelve months. The reassessment was made by four assessors named by the circuit judge without regard to district representation.

Arlington and Pittsylvania Counties are making use of the systematic type in their 1946 reassessments, although varying somewhat more than did Scott from the state-recommended system and inviting a little less of state supervision.

The state-recommended system is designed with particular reference to periodic general reassessments. It is based on the premise that every good reassessment must proceed through three stages: (1) preparation, (2) appraisal, and (3) assessment and review. It assumes that the work of organizing the subteams, and the making ready of the forms, loose-leaf binders, expanding alphabetical files, and maps will be done in the first two months of the year of reassessment; that the travel and review for purposes of making the appraisal may occupy the next nine or ten months in the larger counties; and that the last four to six weeks of the year will be available for "hearings" to be conducted by the assessors for dissatisfied taxpayers.

Through newspaper advertisements, made after the appraisal figures have been totaled, the assessment ratio chosen, and tentative assessed values for each property arrived at by application of the assessment ratio to the appraised values, the taxpayers are notified of the near-completion of the reassessment and invited to appear on specified days at the office of the assessors to learn their new tax basis. An appointment will be arranged for any taxpayer who is dissatisfied with his assessment, at which time he will be shown his appraisal sheet or sheets and those of any other taxpayers within his particular interest. The chances are that in this manner the doubting taxpayer will be convinced of the fairness of the system in general and his assessed values in particular or will see them altered to meet his objections.

Today's progress in state-locality cooperation is an impressive vindication of the wisdom of the policy of state aid by invitation adopted in 1926. Previously the local governments, fretting under the threat of compulsory equalization at the 100 per cent level, had made no discernible progress. With the enactment of the 1926-28 program of tax reform, the honor system for localities in respect of the assessment and taxation of real estate was given a trial. For the first time in the state's history, full responsibility for equalization was placed upon the local governments, though at the same time the door to state assistance was opened wide. Now, voluntary cooperation bids fair to accomplish what could never be accomplished by compulsion.

INDIANAPOLIS GOES AFTER SLUMS

(Continued from page 456)

who formulated the plan never contemplated that it is possible to provide all low-income families with new housing. It can be assumed that there will be new housing within this Indianapolis area for low-income families, but there will be housing also for those of higher incomes. The board confidently expects that many such families will find the redevelopment area attractive.

Finally, the redevelopment board expects that the taxpayers of the city will profit not only by the elimination of high-cost slums but by the restored and enhanced values of these rehabilitated areas, which will soon be reflected in higher tax income to the city treasury.

The Indianapolis slum clearance enthusiasts believe they have found the answer. They think they will have sufficient return from private developers who take over their re-planned areas, plus continuing smaller public contributions in the form of taxes, to extend their activity until within ten or twenty years Indianapolis will have no major slum areas. They say it's a result that Indianapolis can achieve, and it will have cost, in actual tax outlay, a very few million dollars. They look on such an expenditure as more valuable in the long run to the taxpayers of the city than a similar investment in almost any other type of public improvement. Instead of just restoring a part of the physical body of Indianapolis to good health they hope to cure the whole body.

San Francisco Upholds Mayor

Great popular interest expressed by large vote cast at election defeating attempt to recall chief executive.

By JOHN M. SELIG*

SAN FRANCISCO retained its mayor after a hard fought recall campaign culminating in the election of July 16. This refusal to remove Mayor Roger D. Lapham provides a strong example of popular reaction against use of the recall for political reprisal. The record of the Lapham administration, headed by a businessman who is neither a reformer nor a politician, is basic to the recall story. Despite certain inconsistencies of logic and principle, recall and retention campaigns are a short critique of municipal democracy.

Although San Francisco pioneered in the adoption and use of the municipal recall it has employed this device rarely. The first judge to be recalled in the United States was removed in San Francisco in 1913. Eight years later two other judges were recalled. There was an unsuccessful attempt to remove the district attorney who prosecuted Mooney and Billings for the Preparedness Day bombing. Technicalities invalidated another recall attempt in 1917. Since then no recall was attempted, nor was any seriously considered until the recent proposal to remove Mayor Lapham.

The city charter prescribes election procedure in detail. All elective and

specified appointive officials are subject to recall after completion of six months in office. An adequate recall petition must contain signatures equal to at least 10 per cent of the entire vote cast for mayor at the last general election and must allege grounds for removal. Three-hundred-word statements by the incumbent and by the opposing forces are printed at public expense in the election pamphlet.

If the petition asks for a special election, it shall be held in 30 to 40 days after filing, unless a regular election (with which it is combined) is to be held within 60 days.

The people vote upon the recall of an incumbent but do not choose his successor. Appointment to all posts vacated by recall is vested in the mayor, with provision that the Board of Supervisors shall elect his successor. An official against whom a recall election has proven unsuccessful is reimbursed by the city for campaign expenditures within the statutory limitation. Any person recalled is ineligible to hold local office for two years.

The recent recall was limited to Mayor Lapham who, though New York born and Harvard educated, has spent most of his adult life in San Francisco. Aside from periods of public service, he was associated with the shipping industry—first as a clerk and finally as chairman of the board of the American Hawaiian Steamship Company. His 27 months

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as an industry member of the National Defense Mediation Board and the War Labor Board gained President Franklin Roosevelt's commendation. This was stressed in the mayoralty campaign of 1943 where Lapham defeated three relatively strong opponents. His non-political approach aided Lapham, who promised "a businesslike administration devoid of politics." During the single term to which he pledged himself, he promised to study and report upon transportation and other major municipal problems.

Pledges Non-Interference

The new executive decided to delegate full authority for policy determination to each commission and to hold it responsible for achieving results. He pledged non-interference in the formulation of commission decisions, as well as full support of them. Although he retained many commissioners who had served under his predecessor, several, including Park Commissioner Henry F. Budde, were replaced. The selection of two commissioners from racial minority groups for the first time in the city's history, and the creation of a Civic Unity Committee to study minority problems, were executive departures.

When the post of controller became vacant, the supervisors refused to confirm the mayor's nominee and forced him to nominate the official whom they desired. Otherwise the mayor had generally favorable relations with the supervisors, though he vetoed certain resolutions and salary ordinances.

The mayor has taken a liberal view of civic expenditure and prog-

ress. In his desire to get things done he has shown a willingness to spend tax money and to support bond issues for long deferred necessary improvements, irrespective of their voter appeal. Annual budget increases have reflected higher unit costs of public administration and represent additional services for an expanded population. To meet civic needs the mayor has suggested obtaining additional revenues from sales, occupational and other non-property taxes. He has stressed long-range planning of public improvements and has appointed a charter revision committee. Higher salaries for city executives gained his approval. Stricter budgetary procedure has been enforced.

The mayor, like his predecessors, has tried to solve the problem of selling the city's hydro-electric power to private or district utilities as the city does not have a distribution system. The Secretary of the Interior finally approved a plan which produces less revenue than did previous contracts.

Lapham has promoted better relations with nearby counties through visits and through a policy of co-operation in solving common problems. He acted as civic host to the International Conference which wrote the United Nations' Charter, and later flew to London in an unsuccessful attempt to have the United Nations' capital located in San Francisco or its environs.

Lapham and his commissions have occasionally made businesslike decisions on policy without waiting for prior favorable crystallization of public opinion. This independence

has not always met with the voter approval gained by stalling until public opinion has made a decision, which the politician can then adopt as his own. The increase in carfare for transit rehabilitation purposes was legislated while voter skepticism was still high.

Transit System Problem

The immediate controversy which precipitated the recall arises out of the city's transit problem. Employees in the war industries and military establishments of the Bay Area placed additional strain upon the already inadequate and uncoordinated street railway systems of San Francisco. A special federal census shows that the city's population increased over 30 per cent from 1940 to 1945. The Office of Defense Transportation investigated the transit situation and in 1942 threatened federal operation of all street railway facilities unless unified control and certain reforms were effected.

Charter amendments for the purchase of operative properties of the Market Street Railway Company failed in 1942 and 1943, as in three previous elections, but an amendment for public ownership through a down payment combined with revenue loan passed in May 1944. This action was mainly an expression of faith in Mayor Lapham, who led a vigorous campaign for the measure. The amendment provided that the revenue loan should be paid out of profits of the unified system, which should charge an increased fare. Unification brought some improvement, but the basic problems of personnel and equipment remained.

After the suggestions of the Office of Defense Transportation were adopted, the transit system got a few Navy buses and some purchase priorities. The system remained undermanned, however, and car service continued inadequate in the busy hours.

After public hearings, the Public Utilities Commission adopted a five-year \$23,000,000 transit rehabilitation plan and decided to finance the improvements through a carfare increase. The mayor vigorously supported the commission's improvement financing plan and the Board of Supervisors upheld it. Among others, those who later headed the recall opposed it. The Office of Price Administration, on the technical claim that it had inadequate notice of the hearing, got a federal injunction prohibiting the fare rise until a further hearing was held. The mayor and public utility commissioners continued to "educate" the public to the need for higher fares in order to pay for transit improvements without increasing taxes. At the second public hearing the supervisors again upheld the increase and it became effective.

After the supervisors upheld the fare increase the first time, the recall campaign began. Although the recall committee originally filed to recall the mayor, the public utility commissioners and the supervisors who supported the fare increase, the petition against the mayor was the only one pushed. The nine charges against him included his alleged violation of a popular mandate by supporting the carfare increase, his failure to obtain the United Nations'

capital for San Francisco, and a series of unsupported assertions of dictatorship, favoritism, unbusiness-like administration, etc.

The *San Francisco Progress*, a city-wide advertising weekly claiming over 100,000 unpaid circulation, has Henry F. Budde as its editor and publisher. Mr. Budde, who had served ten years on the Park Commission, was not reappointed by Mayor Lapham. Many impartial observers consider this a basic cause of the recall movement, which was led by Mr. Budde and spearheaded by his paper. The *Progress* claimed that 1,100 people wrote in endorsing its editorial suggesting that a recall be waged and that this popular movement launched the recall. The recall movement received little organizational endorsement and very few well known citizens publicly supported it.

The *Progress* employed familiar election techniques including class warfare. It asserted that the mayor represented non-street-car riders and the privileged. It appealed to and attempted to identify the recall movement with the prejudices, desires and antipathies of those groups which it did not list in Lapham's camp. The paper disapproved of the mayor's sponsorship of the carfare increase and simultaneously accused him of doing nothing while in office. It claimed that, freed from the mismanagement of Lapham's Public Utility Commission, street railway revenues from low fares would be adequate to meet all costs and indebtedness and provide better service and rehabilitation as well. It attacked the mayor because of rising

municipal expenses and criticized his suggestion of ways to raise additional revenue. It blamed him for conditions over which his jurisdiction did not extend and viciously ridiculed him personally.

Recall Limited to Mayor

When the official check showed that the original recall petition had an inadequate number of valid signatures, the recallers began circulating additional petitions. Mayor Lapham publicly asked his friends to sign and did so himself in order to have the issue settled at the coming regular election. But then, the recall forces declined to submit the additional names in time for the June 4 primary. It had a legal right to do this, although the *Progress* had repeatedly asserted that the recall would appear on the June 4 ballot and that a special election was unnecessary. The people approved Lapham's sportsmanship and the cost of the special election became a campaign issue.

The movement against the recall became vigorous after the petitions had been filed. Then the daily newspapers, which had maintained a virtual blackout of news about the recall during the circulation of petitions, whole-heartedly supported the mayor and favored his retention. An anti-recall committee was formed, a professional campaign manager employed and the retention campaign was begun in earnest.

The retention campaign stressed the position that the recall was contrary to the principles of American democracy. The Lapham recall was unjust and disgraceful because it

was based only upon differences of opinion and not upon criminality. The recall of Mayor Lapham before the completion of his term would be against the city's tradition of fair play. A successful recall would discourage office-seeking by men of high caliber and would disgrace the city before the American people. The mayor's removal would permit a minority to install a boss in San Francisco. The recall would exchange a good mayor for an unknown quantity—"the faceless man" chosen by the "sinister interests" backing the recall. He would be the puppet of the Board of Supervisors which elected him, and this method of election is undemocratic.

A national touch was added when *Time's* cover carried the mayor's picture and included a story on San Francisco in its June 15 issue.

Lapham Widely Supported

When the *Progress* nominated fourteen men as possible successors to Lapham and called upon its readers to choose among them in an advisory vote, all of the nominees denounced the unauthorized use of their names and most of them made strong anti-recall statements.

The Board of Supervisors unanimously condemned the election as improper in the light of recall history. Lapham was widely endorsed by organizations, and prominent political and community leaders from

all important groups spoke or issued statements in his behalf.

As the election approached Mayor Lapham made three appeals for voter support. In these he defended his record and answered the charges made against him. He said that the recall was instigated by persons who wanted patronage and political influence. He asserted that San Francisco could achieve its destiny only if businesslike government was continued. In a speech directed at labor he called upon the voters to support the proposed charter amendment which formed the basis for settlement of the recently ended carmen's strike.

The exceptionally high vote at the July 16 special election was an index of popular interest. With a greater support than when he was elected mayor in 1943, Roger Lapham defeated the recall 109,526 to 73,946. Many votes in favor of the recall were actually cries of protest against the transit situation, the solution of which is still in the blueprint and order stages. The chairman of the recall forces congratulated the mayor and pledged the support of his paper behind the people's choice. The mayor stated his pleasure both at the endorsement of his stewardship and at the citizens' sense of fair play. He termed the vote a mandate and a challenge to continue his efforts in the interest of San Francisco.

News in Review

City, State and Nation

Edited by H. M. Olmsted

New Charters Sought in Many Cities

Hartford and Baltimore Will Vote in November

WIDESPREAD interest and activity in city charter revision or the preparation of complete new charters is being demonstrated. Many instances involving introduction of the council-manager form of government are noted under "Council-Manager Plan Developments" below, and last month a notable example was featured in this department—the proposed manager charter for **Hartford, Connecticut**, to be voted on in November. Several important charter proposals do not include a city manager, but embody other changes, some of them distinct improvements over present provisions.

The people of **Baltimore, Maryland**, will vote on a new charter in November. A charter revision commission submitted its draft to the city council last year¹ which accepted it after adopting several amendments. The new charter is of the strong-mayor type, in contrast to the present charter dating from 1898; it also provides for the consolidation or elimination of several existing boards and commissions.

As the result of a petition signed by nearly 5000 voters, **Richmond, Virginia**, on November 5, will pass on a proposal to elect a charter commission whose members will be chosen at the same time. If the proposal is approved, the commission will draft a charter for submission to the voters for ratification; it must then be approved by the

legislature. A unicameral council and possibly also the manager plan are among improvements which supporters of the movement hope to secure.

In **Chattanooga, Tennessee**, where a council-manager charter is to be voted on as noted elsewhere, it is also proposed that the city and county governments be consolidated.

Charter changes proposed for **Omaha, Nebraska**, represent a shift away from the general trend toward centralization of responsibility in city government. Five charter amendments have been proposed which would create five citizens' commissions to take over many powers of the present city council. The amendments are subject to popular vote in November.

Council-Manager Plan Developments

Abilene, Texas, on August 27 adopted by substantial majorities 49 charter amendments to create a commission-manager form of government. The existing charter is one of the few special-act charters still in effect in Texas; it was enacted by the legislature in 1911 and provided for a mayor, commission, elected chief of police and elected school district trustees. The amendments represent a compromise with determined opposition, including a former mayor. The manager is to be a business administrator rather than a law-enforcer. He recommends candidates for positions under him, but they are subject to approval by the commission. The latter has complete financial control. It appoints the chief of police and also the policemen; merit examinations for the latter are provided for. There is also a Park and

¹See the REVIEW, September 1945, page 406.

Public Recreation Board, created in 1940. The *Abilene Reporter-News* campaigned for the charter changes, and petitions for an election were circulated by the Veterans of Foreign Wars.

Lebanon, Missouri, recently adopted council-manager government, according to the Missouri Public Expenditure Survey, which hails Lebanon as the seventh council-manager city in the state and the third in less than a year, with movements for charter reform in seventeen other Missouri municipalities.

Pelly, Texas, is reported by the International City Managers' Association as having recently adopted the council-manager plan.

Clinton, Maine, has adopted the provisions of the state optional council-manager law.

The borough of **Hamburg, Pennsylvania**, adopted the council-manager plan by ordinance on August 5.

Cap de la Madeleine and Louiseville, Quebec, have adopted the provisions of the provincial council-manager act.

The city of **Gaffney, South Carolina**, has a city administrator or general manager under an ordinance adopted by the present administration which is in favor of a new council-manager charter, with a council or commission of four elected at large instead of the present aldermanic form, and the abolition of the Board of Public Works, bringing water, sewers, lighting and power under a city manager.

At a town meeting held in **Amesbury, Massachusetts**, a committee appointed in March 1945 to investigate the possibility of appointing a town manager, whose duties would be combined with those of a town purchasing agent, reviewed the progress it had made. The committee plans to visit other communities where the town manager plan is already in effect.

In **Charleston, West Virginia**, at an election on August 27, a proposal for a council-manager charter was defeated by a comparatively small margin, adverse votes being concentrated in certain districts.

Vigorous support for the council-manager charter for **Chattanooga, Tennessee**, to be voted on at the November 5 election, is being given by the Good Government League, the GI Citizens Non-Partisan League and the League of Women Voters.¹

A proposal (the "Guiteau" plan) to abandon the manager plan, with return to a mayor and a 21-ward council instead of the present P. R. council will be voted on in **Toledo, Ohio**, on November 5, petitions bearing more than the necessary 13,291 valid signatures having been filed. Mayor Lloyd E. Roulet also advocates a charter change calling for an executive mayor, abolition of P. R. and the creation of a nine-member council elected at large.

In **Ironwood, Michigan**, which has had a manager charter since 1925, a charter revision commission is at work as the result of voters' action at a recent special election.

The *Iron Mountain, Michigan, News* calls attention to the success of the manager plan in Escanaba and the recent selection of a manager in Marquette, and states that **Iron Mountain** could do as well if the five ward aldermen would delegate their administrative authority to an engineer or manager who would act for the interests of the city as a whole.

The Junior Chamber of Commerce of **Owosso, Michigan**, with press support, is undertaking an intensive campaign for the manager plan, to be voted on at the November 5 election.

It is expected that a council-manager charter will be submitted to popular

¹See also page 482 this issue.

vote in **Montevideo, Minnesota**, at a special election some time after the general election in November.

In **Madison, Wisconsin**, petitions for a referendum on adoption of the council-manager plan were filed with the city clerk on September 5. They contained 5,143 names, as compared to the minimum of 4,791 valid signatures required (15 per cent of the last gubernatorial vote). The petitions propose the manager plan with a council of seven elected at large. Unless the city council adopts the proposed charter ordinance within 30 days, the question goes to popular vote in November.

The charter commission of **University City, Missouri**, which is drafting a new charter for popular vote next spring, has approved the council-manager plan with a council of five, two to be elected at large and three by wards. It also adopted a provision that only the finance department be set up by charter, other departments or commissions to be established by ordinance as found necessary.

A change in form of city government from mayor-council to council-manager has been under study by the United Labor Council of **St. Charles, Missouri**, and was recommended by Clem Buerge, the council's president, at a general meeting of 60 citizens on August 14 at which he presided. A committee of five was appointed at the meeting to continue studies of city management and to map a plan of education for the public.

According to the Chamber of Commerce of Texarkana, Arkansas and Texas, plans are under way for an election in **Texarkana, Texas**, on a revision of the city charter to provide for a manager, and it is hoped to arrange for the same official to manage the affairs of **Texarkana, Arkansas**, under existing Arkansas state law.

The city council of **Enid, Oklahoma**, has set October 15 as the date for a popular election on adoption of a council-manager ordinance providing for a council consisting of one member from each of the city's six wards and a mayor elected at large. If the ordinance is approved, the election of the council will be in April 1947, to take office May 1 when the terms of the present officials expire.

The **Santa Ana, California**, city council and a citizens charter committee met the first week in August to analyze proposals for a new city charter, which it is expected will be placed on the November general election ballot. Public hearings are also scheduled. Preliminary proposals are for a city manager, appointment instead of election of the city clerk, treasurer and chief of police, and enlargement of the city council to seven members, three at large and four representing wards.

Santa Monica, California, votes in November on a manager charter drafted by a board of freeholders.

The city council of **Springfield, Oregon**, has decided to submit a manager plan to popular vote in November. Councilmen state that the rapid growth of the city has made a full-time administrator necessary.

The city council of **Roseburg, Oregon**, has announced plans to have a charter providing for a city manager ready for vote at the general election of November 5.

Other cities where interest in the manager plan is manifested include **New Castle, Delaware**; **Clinton, North Carolina**; **Warren, Ohio**; **Allegan** and **Sturgis, Michigan**; **Fox Point** and **New Richmond, Wisconsin**; **Mexico** and **Slater, Missouri**; **Garden City, Kansas**; **Helena** and **Kalispell, Montana**; **Farmington, Maine**; **Brandon, Vermont**; and **Ellensburg, Washington**.

Urban Redevelopment Law for Washington, D. C.

An act to further urban redevelopment in the national capital has been adopted by Congress and signed by President Truman. It established a Redevelopment Land Agency and utilizes certain other public bodies.

The land agency, two members of which are appointed by the President and three by the Commissions of the District of Columbia, has the power of eminent domain and holds title to all land acquired. It may also rent, maintain, operate and sell property acquired, but may not construct new buildings or enlarge or make major structural changes in old ones.

The National Capital Park and Planning Commission is charged with developing a comprehensive plan for the district and its environs to serve as a guide for redevelopment projects and establishment of project areas. After acquisition of the property within a project area the land agency must convey to the federal or district governments at an agreed price any land designated for public use, and sell or lease the remainder, after public hearing, to redevelopment companies for redevelopment. The National Capital Housing Authority may bid for land for public housing, but must offer greater compensation to the land agency than any offer submitted by an eligible private redevelopment company.

Minneapolis to Vote on Redistricting City

By action of the Minneapolis Charter Commission, mandatory on the city council, a referendum on redistricting the city will be held at the November election. If the people approve the present city council will be required to revamp the city wards on a basis of equal representation; and if the council fails to act within three months

a committee of three city officials, headed by the mayor, is to do the job. Some wards now have two or three times the population of others.

Toledo to Scrap 800 Old Ordinances

Preparation of a streamlined one-volume city code by action of the city council of Toledo, Ohio, will involve scrapping 800 obsolete ordinances.

The new code will contain five title divisions and 33 chapters, each divided into subsections, and will be a striking contrast to the confusing systems of indexing accumulated local laws still used in many cities. The code will be bound in a single loose-leaf volume keyed so that all future ordinances or amendments can be inserted in numerical order.

Merit System Sought for New Jersey Cities

Petitions have been circulated in twelve New Jersey municipalities for a referendum on adoption of civil service merit systems at the general election in November, according to the Civil Service Assembly. The cities are Englewood, Hackensack, Hoboken, Montclair, Moorestown, New Brunswick, Perth Amboy, Phillipsburg, Riverside, South Amboy, Vineland and Washington.

Oklahoma Aids in Small-Town Development

The Institute of Community Development, created in Oklahoma as a state university function last year, is helping small towns build a new economy to fit the changing times. The traditional pattern of the small communities is affected by shifts in rural population aggravated by the war, a growing man power surplus, soil erosion, etc.

The question raised by all such com-

munities seeking planning aid is, "What can we do to bring new industries to our town?" The institute helps answer this question by analyzing the economic and social resources of the community or county to determine what new industries could be best adapted to the area.

Localities apply to the institute for planning aid rather than the institute arbitrarily selecting areas for redevelopment research. The institute helps citizen groups and agencies arrange a development priority schedule based on scientific analysis of the resources available.

Inter-county planning also is being aided by the institute. Six counties in southeastern Oklahoma asked for planning research assistance to help formulate a network of regional redevelopment projects. The institute, in cooperation with other agencies, has completed a comprehensive social and economic survey of the region and work is beginning on a regional master plan.

Small Cities Expand Recreation Programs

Small cities and towns in increasing numbers are reported as initiating or increasing municipal recreation facilities for all age groups.

In Jefferson City, Missouri, eight recreation centers are now operated with receipts from a 2 per cent utilities tax. A professional recreation director devotes full time to administration of the program and is assisted by as many as fifteen part-time directors of sports, music, drama and crafts. School facilities are used for sports and manual training, and two new parks were purchased for \$30,000. New fireplaces, playground equipment and other recreation equipment have been installed in both the older and the new parks. Organized play groups for youngsters

have been augmented steadily by dramatics, music, reading and crafts activities including weaving, woodwork, leather work, modeling, painting and sketching.

Recreation by districts, or groups of adjacent towns, is being organized in California under provisions of the state public resources code. An example is the town of Hayward which with its outlying unincorporated communities has mobilized and expanded school recreational facilities to provide play and hobby programs for the district on a budget of some \$50,000 a year. Palo Alto is another small California city with imposing recreation facilities, including a \$250,000 community center. The city recreation budget is \$40,000 per annum with funds derived from profits of the city-owned utilities.

In many small cities, parks and recreational facilities that began as private philanthropies have since been given support by public funds. Upper Sandusky, Ohio, for example, now finances by a one-mill tax levy a recreation park originally donated by a private citizen. Bonds sold to build a swimming pool are being retired with receipts from the pool's operation.

Fees and charges for use of recreational facilities are helping finance their maintenance and expansion in many small cities including Mesa, Arizona; Alhambra, California; Colorado Springs, Colorado; and Griffin, Georgia.

School Teachers Strike in Norwalk, Connecticut

The city of Norwalk, Connecticut, was the scene of a strike of organized teachers in the first two weeks of September, keeping 6,200 pupils from attending the public schools. Members of the Norwalk Teachers Association to the number of 225 refused to sign contracts for the 1946-47 school year

and sought an increase of \$90,112 (reduced from an original demand of about twice as great) over the appropriation of \$813,000 that had been voted by the Board of Estimate and Taxation, instead of the higher budget asked by the Board of Education. Only nine teachers signed contracts.

Governor Raymond Baldwin and Dr. Alonzo G. Grace, state commissioner of education, intervened in the emergency. Dr. Grace declared that the teachers were substantially underpaid and urged the local officials to negotiate with the teachers' association, although he disapproved the organization of teachers into unions by outside groups.

On September 12 Governor Baldwin announced a settlement under which the city recognized the association, gave a \$65,000 increase, and established a committee of three to study the salary situation. The lost two weeks of school are to be made up in June 1947.

It was reported that the general situation would be considered by the state legislature next year, to obtain a statutory definition of the jurisdiction of boards of education and appropriating bodies in matters such as teachers' salaries.

Florida Bar Association Studies Constitutional Revision

A committee appointed by the president of the Florida State Bar Association is making a study of state constitutions with the object of drafting a proposed new constitution for that state. It is headed by D. H. Redfearn of Miami. It also plans to conduct educational publicity so that the people of Florida will understand the need for a new constitution. Whenever a state constitutional convention is called it is expected that the groundwork performed by the committee will be of great benefit.

N. Y. Port Authority Studies Regional Airport

Coordination or integration of airport facilities in the greater New York and northern New Jersey area appears likely as a result of projects undertaken by the bi-state Port of New York Authority.

The Port Authority has recently completed a survey of the Newark Airport and has proposed a \$76,000,000 expansion of field facilities on a self-supporting basis. Following the publication of the Newark survey, the Port Authority was requested by Mayor O'Dwyer of New York City to survey possible means of developing and operating the La Guardia and Idlewild airports. Officials of the authority estimate that the number of air passengers entering or departing from New York will grow from its present figure of 4,000,000 annually to 17,000,000 by 1950. By 1960, it is estimated that 32,000,000 air travelers will be using terminal facilities in the New York area.

Planners working on the basis of these estimates will be faced with the problem of expanding facilities that now handle 53 passenger planes per daylight hour in the New York area to the point where they can accommodate 169 planes per daylight hour in 1950. By 1960 it is estimated that 300 planes will be either taking off or landing in the New York area each daylight hour.

Civil Service Assembly to Meet in October

The 1946 meeting of the Civil Service Assembly of the United States and Canada will be held at the Hotel New Yorker in New York City, October 21 to 24, and will mark the 40th anniversary of the assembly. The assembly will feature major problems confronting public personnel agencies during

the postwar transition period and new developments in public personnel administration. Arrangements will also be made so that those attending the meeting can discuss administrative and technical problems with specialists, in personal conferences.

Conference on Governmental Information Services

The third semi-annual Kansas Conference on Government Information and Instruction Services will be held October 5 in Topeka. In preparation for the meeting the executive committee appointed three standing committees in June—one on governmental laboratory techniques, one on governmental research and one to select prospective conference members.

The purpose of the laboratory techniques committee, headed by W. T. Ward, research assistant in the office of Wichita's city manager, is to study the techniques and procedures of governmental laboratories for teachers and students, including apprentice training for state and local government positions.

The research committee, headed by Dr. Robert Walker, director of the Institute of Citizenship, Kansas State College, was created to assist in the study and recommendation of policies, methods, financing and procedures by which the conference would undertake research through the cooperative efforts of its members.

Yonkers, New York Employees Adopt No-Strike Policy

The Yonkers, New York, Civil Service Employees Association, representing several hundred city employees, on September 17 adopted a labor relations policy that renounces "the strike, sole collective bargaining, the union contract and the closed shop." This is similar to the policy adopted in June

by the New York State Forum of Civil Service Employees' Association.

Florida Joins States with Training Institutes

An Institute of Government has been set up in Florida to promote in-service training of city officials and establish accurate performance standards. An advisory council composed of experienced public administrators was appointed recently to aid in the formulation of policy for the institute. The unit will be financed initially by a \$15,000-a-year state appropriation.

In addition to providing extensive on-the-job training for local assessors, tax collectors, auditors, clerks and others, the institute is being designed to function as a central laboratory where the administrative techniques of efficient government can be studied and passed on to public officials and citizens.

The institute will further assist local officials by preparing manuals of procedure for carrying out the duties of their special offices. To promote fuller reciprocal understanding between the public and municipal administrators, the institute will sponsor joint sessions of citizens and officials.

The University of Washington offered its eleventh Annual Institute of Government to public officials this summer, including discussions, lectures and short courses in specialized administrative fields, and the University of Southern California is planning its fourteenth Institute of Government for next year.

AMA to Meet in November

The annual conference of the American Municipal Association is scheduled for Chicago, November 17 to 20. Pressing problems of city government which have been intensified, becoming more complicated in the postwar period, will be on the agenda.

Researcher's Digest Edited by John E. Bebout

GRA Holds Annual Conference

Research Award Won by Chicago Civic Federation

ABOUT 250 governmental researchers and friends attended the 1946 annual conference of the **Governmental Research Association** at Ocean Side Hotel, Magnolia, Massachusetts, September 10-13.

The conference sessions covered a wide range of subjects including New Tax Sources for Cities, Public Responsibility for the Veteran, Current Problems of Metropolitan Government, Organized Labor and Public Employment, State Support of Local Services, The Role of the State in Federal-Local Relationships, and What Should We Get for our School Dollar?

Breakfast sessions were devoted to financial problems of citizen research agencies and the discussion of a health and retirement plan for agency employees. Luther Gulick, director of the Institute of Public Administration, and John F. Sly, director of the Princeton Survey, took a look into the future, speaking respectively on Governmental Research in World Affairs and Citizen Research—Its Role in Future America.

Norman MacDonald, executive director of the Massachusetts Federation of Taxpayers' Associations, was chairman of the program committee and presided over a New England clambake. Richard A. Atkins, director of the Boston Municipal Research Bureau, was chairman of the committee on arrangements.

The GRA certificate of distinction for 1946 was presented by Dr. Gulick to the Chicago Civic Federation for its report on the *Regulatory Inspectional*

Services of the City of Chicago. The report was prepared under the general direction of Douglas Sutherland, executive secretary, and Harland C. Stockwell, associate executive secretary, of the Chicago Civic Federation, and under the immediate direction of Walter S. Haldeman, engineer analyst in charge. The study was sponsored jointly by the Chicago Civic Federation and the Chicago Association of Commerce. It was the unanimous choice of the four judges from the nineteen reports entered in the competition. In addition to Dr. Gulick, judges were William C. Beyer, director, Philadelphia Bureau of Municipal Research; Robert E. Pickup, executive director, Providence Municipal Research Bureau, and Craig M. Smith, Rochester Bureau of Municipal Research, alternate for W. Earl Weller, director of the Rochester bureau.

In making the presentation Dr. Gulick declared that more than 300 major research reports had been turned out by the bureaus in the last year and a half. Among the nineteen entered in the competition, a large number dealt with local taxation and finance, three dealt with county government, and the rest with state finance, education and other matters. The criteria considered by the judges in picking out the "most noteworthy piece of reasearch" included originality of subject matter, techniques and procedures, with special attention to the usefulness of the contribution not only to the city concerned but to other research bureaus and communities.

A more detailed report on the conference will appear in an early number of *GRA Notes and References*, published by the association, G. Gordon Tegnell, secretary.

Grist from Legislative Councils

The **Legislative Reference Service** of Alabama has published four new studies requested by the **Alabama Legislative Council**: (1) *Compulsory Support for the Illegitimate Child*, 25 pages, concludes that existing legislation is inadequate and makes suggestions for revision. (2) *Alabama State Printing*, 39 pages, recommends changes to correct certain practices which it finds are conducive to inefficient, inflexible and uneconomical purchasing of printing. (3) *Suggested Post-War Legislation*, 9 pages, summarizes six recommendations made by the Council of State Governments to the 1946-1947 sessions of various state legislatures, and finds Alabama defective on only two counts. (4) *A study of the Quasi-Legislative and Quasi-Judicial Functions of Alabama State Administrative Agencies*, 34 pages, finds that Alabama has "veered sharply from the separation of powers philosophy" with the result that "64 of the 110 state administrative agencies have express power to make rules, hardly distinguishable from regular law, . . . and 44 may make binding orders or decisions relative to rights or liabilities of individuals in specific cases at issue." In making these wide grants of powers, the legislature has failed to prescribe proper procedures for rule enactment and recording. Enactment of the Model State Administrative Practices Act is recommended to remedy the "confused and chaotic condition" of administrative law.

The **Committee on Legislative Research**, a permanent standing committee of the Missouri General Assembly, has published its first biennial report together with the first five of its research reports.¹ These reports do not

prescribe remedies but seek to clarify the problem under consideration and suggest alternative solutions. They are: *Physical Condition and Future Use of the Confederate Home at Higginsville, Missouri*, 18 pages; *Factual Data Concerning Social Security, County Poor Houses and Eleemosynary Institutions*, 34 pages; *A Factual Report on the Question "Should the State Take over the St. Louis City Sanitarium,"* 15 pages; *State Certificates of Indebtedness of Missouri*, 14 pages; and *The Constitution of the State of Missouri with Annotations and Index*, 1945, 247 pages, which presents the new constitution along with such aids as the source of each provision with reference to the prior Missouri constitution, a table of contents, a table comparing the constitutions of 1875 and 1945, and an index.

Bureaus Survey Many Services

Public Welfare, a fourteen-page *Civic Guide to Economy in Municipal Government*, seventh in a series published by the **Tax Foundation**, New York, Charles C. Bauer, executive director, reminds us that, although welfare expenses are now low in our cities, this is the time to develop a sound welfare program for efficiency and economy in future years. The reader is given 24 questions with which to appraise welfare operations in his own city.

"Let's Understand the Problem," says the **Ohio Welfare Council**, Columbus, A. David Bouterse, executive director, in its July 26 bulletin. Ohio has three possibilities in dealing with its welfare building program—revision of the program to build less during the inflationary period, indefinite postponement, or additional money to meet increased building costs. The council thinks the 1947 General Assembly will see the "necessity of appropriating additional money . . . to

¹See the REVIEW, February, 1944, page 90; September, 1946, page 393.

make possible the welfare facilities it *recognized a year ago as being essential.*"

Alternate methods of "Providing Tuberculosis Sanatoriums in South-eastern Ohio" are discussed in *Research Brevities* of the **Research Department of the Zanesville, Ohio, Chamber of Commerce**. "The need for action is urgent" because tuberculosis hospital facilities do not meet the "accepted standard of three beds per hospital death."

A survey of the Phoenix, Arizona, police department by the **Public Administration Service**, Chicago, H. G. Pope, executive director, is reported in a September 4 *News Bulletin* of the Public Administration Clearing House. The Phoenix department is being revamped as a result of the survey conducted for the city manager and council. The survey covers the usual matters and includes recommendation of one-man patrol cars responsible for both crime suppression and the regulation of traffic.

"Seattle's High 1945 Crime Record" is examined in a report to the Law Enforcement Committee of the **Municipal League of Seattle** by John C. Bolens, research director.

The operation and cost of the Erie County penitentiary gets the "once over" in the August 29 *Just A Moment* of the **Buffalo Municipal Research Bureau, Inc.**, Sidney Detmers, managing director.

A two-day week for firemen would force the city to levy higher taxes or reduce other city services says the **Deluth Governmental Research Bureau**, Harry R. Reed, executive secretary, in its June 24 news letter. A 48-hour week instead of the 72-hour week now in effect would necessitate increasing the number of firemen by 50 per cent with an increase in cost of \$180,000 per year.

"County-Wide Refuse Disposal," by

the county commissioners is recommended by the **Allegheny Conference on Community Development**, Park H. Martin, executive director, and the **Pennsylvania Economy League** in a survey published by the P.E.L., Western Division, Pittsburgh, Leslie J. Reese, director. The report in the P.E.L. *Newsletter* finds that "some communities are in the 'pigsty' stage, while others have progressed to the modern incinerator." Voluntary cooperation is considered inadequate as a solution because "it is difficult to imagine 125 governments joining in such a program."

The **Newark Bureau of Municipal Research**, Henry W. Connor, director, discusses in a three-page bulletin the financial aspects of two alternatives to the purchase and development of Newark Airport and Port Newark by the New York Port Authority: (1) continued city operation and (2) use of the land for industrial development rather than for an airport.

The **New Orleans Bureau of Governmental Research**, Lennox L. Moak, executive director, has summarized the findings and recommendations of the recent surveys on New Orleans government in a pamphlet of 100 pages entitled *The Bureau's Recommendations for Improving Government in New Orleans*, and concludes that "the final test of the validity of the changes being made is whether or not they result in improved governmental services at a cost which is commensurate with the services rendered and the ability of the community to support its local government."

The Units of Government in Alabama is a 27-page pamphlet issued by the **Bureau of Public Administration of the University of Alabama**, Roscoe C. Martin, director. Joseph W. Reid, Jr., the author, finds that Alabama has a smaller number of governments exer-

cising functions in a given area than do most other states. But he believes Alabama would be better off if it could attain "the minimum of governmental machinery required for the satisfactory discharge of the duties of government."

The **San Francisco Bureau of Governmental Research**, Alfred F. Smith, director, in its August *Bulletin* presents "Facts About Charter Revision." In defense of the present charter, the bureau points out: "the governmental organization provided by the charter follows closely the strong-mayor or mayor-council form of government, and is basically sound." An analysis of proposed amendments shows that none involve major governmental changes. The great mass of restrictive legislation in the charter is designed to protect the public and the employees, and the length of the charter is due to San Francisco's consolidated city-county government which is complex but eliminates duplication.

For a review of a study of county infirmaries by the **Indiana Taxpayers' Association**, Indianapolis, Walter T. Horn, executive secretary, see page 493 of this issue.

The Manual for County Auditors, issued by the **Bureau of Governmental Research of Indiana University**, P. S. Sikes, director, is discussed on page 492.

Planning—City, County, Metropolitan

"We must quit sitting on our hands," concludes the **Bureau of Governmental Research of the Indianapolis Chamber of Commerce**, Carl R. Dortch, director, in *It Is Your Business*. Taxpayers are asked to review the following possible solutions of the "perplexing problems of metropolitan growth and urban taxes": annexation of unincorporated areas around Indianapolis, metropolitan health and sanitary districts, city-county consolidation, rearrangement of

boundary lines so that Indianapolis would coincide with one rather than the present five townships, and the consolidation of school districts.

"Automobile Parking in Central Business Districts," states the **Urban Land Institute**, Washington, D. C., Seward H. Mott, director, in *Technical Bulletin* No. 6, July 1946, is one of the most "important single problems facing large cities today." The institute's Central Business District Council reviews progress and plans in a number of cities and discusses zoning as a method of providing parking areas, downtown parking terminals as a public utility, and state legislation authorizing municipal parking lots.

Seattle's Off-Street Parking Problem Can Be Remedied, says a subcommittee of the City-County Planning Committee in a report to the **Municipal League of Seattle**, C. A. Crosser, executive secretary. Suggestions and remedies resulting from a survey in cooperation with the Citizens' Traffic Committee of the **Seattle Safety Council** include an educational campaign for motorists, construction of open-side parking garages of two or three levels, a rise in OPA ceilings on parking fees, establishment of parking lots by business interests, and amendments and changes in the city building code, state law and zoning ordinance to lessen parking garage construction costs, facilitate procurement of real estate and require that new buildings furnish off-street parking facilities. The report, carrying the league recommendations, is summarized in the July 20 issue of the *Seattle Municipal News*.

Unification, a digest of the Dayton (Ohio) City Planning Board's *Report on Annexation*, 1946, can be obtained without charge from the **Dayton Chamber of Commerce**, John R. Kerstetter, manager. An eighteen-page summary of the 94-page report, it gives in brief the advantages and disadvan-

tages of annexation, cost of annexation, and an analysis of nine "annexation study areas."

The City-County Planning Committee of the **Municipal League of Seattle**, has presented a report on thirteen city and county planning practices (with comparative tables) as a basis for evaluating practices of the King County Planning Commission deviating from those of comparable agencies.

The **Milwaukee Citizens' Governmental Research Bureau**, Norman Gill, director, in recent issues of its *Bulletin Series*, discusses respectively "Pending Reorganization of the City Planning Body," "Redistricting—Maps and Charter Changes," and "Public Land Acquisition Policy Desired."

Importance of water in city planning and development is graphically demonstrated in *Waterlines—Key to Development of Metropolitan Los Angeles*, (39 pages, 50 cents), prepared by Charles W. Eliot, assisted by Donald F. Griffin, and designed by Carl C. McElvy. The study was published by the **Haynes Foundation**, Los Angeles, Miss Anne M. Mumford, executive director. Photographs, maps and panoramas, with a minimum of text, show the effects both of "too little" and of "too much" water; methods of correction; and possibilities in "multiple purpose projects" which combine the control or use of water with recreational and transportation objectives.

"Water From Distant Upland Sources" is the subject of the June 18 *Citizen's Business*, **Philadelphia Bureau of Municipal Research**, William C. Beyer, director. The report questions the value of three proposed sources for Philadelphia in the light of the greater cost of such water than of water taken from the nearer Delaware.

Citizen's Business for June 25 urges "An Origin and Destination Survey for Philadelphia" as necessary for sound highway planning.

Personnel Administration, Pensions and Payrolls

"There is no single economy which will net such savings or promote such efficiency as may be realized through the feasible improvement of the quality of the public personnel."—Mosher and Kingsley, *Public Personnel Administration*.

Personnel is the subject of *Civic Guide to Economy in Municipal Government*, No. 6, issued by the **Tax Foundation**. The *Guide* quotes the statement above and outlines elements of a modern personnel administration through a director responsible to the chief executive and a board limited to matters of policy. Twenty questions are posed to aid the citizen in the appraisal of his local personnel program.

The **Bureau of Governmental Research of the Indianapolis Chamber of Commerce**, in *It Is Your Business*, warns its readers to "be realistic about the city budget." Noting that two-thirds of the city budget is appropriated for personal services, the report holds that instead of arguing that those services should be decreased, a comprehensive personnel program should be instituted to insure "more value received for dollars rendered."

The **New York Citizens' Budget Commission**, John A. Bryson, acting executive director, in *For Better Personnel Administration in the City of New York*, 48 pages, prepared by Louis E. Yavner and Edith Baikie, recommends "an integrated program to cut waste, unproductive overhead and lost motion from the city's personnel administration." The basic proposals for "promoting still higher standards in the civil service" are: preparation of a sound position-classification, standardization of salaries, appointment of competent personnel officers, establishment of a municipal council of personnel administration, development of an effec-

(Continued on page 504)

Citizen Action Edited by Elsie S. Parker

Citizen Groups Organize for Manager Campaigns

Chattanooga and Hartford to Vote on New Charters

MANAGER charters to be submitted to the voters of Chattanooga and Hartford at the November 5 election will both have the support of strong citizen groups.

The campaign to secure the manager plan for Chattanooga is spear-headed by the newly formed **Chattanooga Good Government League**, launched under the sponsorship of 172 of the city's leading citizens and welcomed by newspapers, GI's, women's groups and other civic-minded organizations.

The public relations committee of the **GI-Citizens Nonpartisan League**, already working for the proposed manager charter, announced that "The league heartily endorses the good government movement just launched by Chattanooga's leading businessmen and it deeply appreciates their enthusiasm for effecting an improvement of the local political situation."

The *Chattanooga News-Free Press* welcomed the new organization editorially: "A tide of public sentiment for good government is sweeping this section today," it commented. "The sponsoring committee of the new Good Government League includes business and professional men, leaders of thought among women, representatives of union labor and all other classes . . . a cross section of the very finest citizenship of Chattanooga. . . . We hope to see the new league go into the various suburbs and interest the people in the vision of a great city that can be built here. Now is the time when

the foundation can be laid for making this dream come true."

In accepting the chairmanship of the new league, D. H. Overmyer, civic leader and manufacturer, asserted: "The league plans to function as a continuing organization devoted to the maintenance of the best possible government and the highest type of public service in and for our city. The league believes the first step in having good government lies in the adoption of the city manager plan. A referendum vote will be held November 5 for a determination of this issue. A vigorous campaign will be conducted to acquaint the people with this up-to-date system of local government and all features of the city manager plan will be explained in detail.¹

"The Good Government League invites every citizen who is genuinely interested in good government for Chattanooga to ally himself or herself with our organization."

As a prelude to the election a campaign was conducted to induce citizens to pay their poll taxes before the September 6 deadline so that those interested in adoption of the manager plan might be eligible to vote. Payment of the tax was facilitated by the use of authorization cards provided by the Good Government League with which prospective voters too busy to go to the courthouse could give power of attorney to the league for payment of their poll taxes. The **League of Women Voters**, **Junior Chamber of Commerce**, veterans, and other civic groups cooperated in distribution of the cards. Veterans and non-veterans

¹The council manager provisions to be voted on at the November election were enacted by the 1945 state legislature.

staged a "poll tax march" on the courthouse to secure poll tax receipts and arouse civic interest.

Hartford Manager Campaign

The **Citizens Charter Committee of Hartford**, organized to support the proposed council-manager plan charter to be submitted to the voters in November, has announced that Former Mayor William H. Mortensen, who appointed the commission, has been made honorary chairman of the committee. Mrs. Thomas J. Spellacy and Charter Commissioner John H. Hurley have been named as co-chairmen of the committee in active charge of the campaign for the charter's adoption.

Mr. Mortensen described the new charter as "the most important proposal of its kind to come before the people of Hartford in this century. . . . I urge every intelligent citizen to inform himself on the essentials of the charter and to help pass this information on to his family and friends and neighbors. For if our people understand what the charter means to the city, how can they fail to endorse it overwhelmingly in the election this fall? . . . Hartford can no longer afford to muddle along with a system of municipal government that is entirely out of character with the city's reputation as a center of commerce, industry and culture."

New Civic Groups in Action

In a full page advertisement in the *Knoxville (Tennessee) News-Sentinel*, the **Good Government Group** of that city¹ asks readers to express their opinion for or against its "Proposed Statement of Objectives." Listed are six proposals:

(1) Improvement of the quality of service and the financial situation of

local governments by elimination of waste and loss through inefficiency; elimination of duplicating facilities furnished by the county and city; and consolidation of functions by contract or statute wherever practicable.

(2) A planned program for permanent improvements by the county and city properly related to each other, timed according to relative need and importance and the financial ability of the citizenship to pay the cost.

(3) A redistricting of the county to provide for a court of seven justices elected from districts proportioned according to population and not appointed by legislative act; and the appointment of a county manager as chief executive officer of the county.

(4) A reduction of the number of city councilmen from eleven to seven; all councilmen to be elected from the city at large; councilmen to serve for four years, be ineligible for re-election and terms to be staggered.

(5) A uniform system of civil service selection, tenure, retirement and pensions for all future employees of local governments.

(6) The application of each of the foregoing principles to the existing situation requires further investigation, public hearings and the preparation of contracts and legislation. It is therefore recommended that five committees of five members each be appointed to recommend action to be taken on each principle; that a member of the Bar of Knox County be requested to serve as counsel to each committee; that the Good Government Group pay such incidental expense as may be necessary for the proper functioning of each committee.

Early 1946 saw the founding of the **Bridgeton (New Jersey) Citizens League** by a group of merchants, professional men, housewives, homeowners and others interested in securing better government services. The purposes

¹See the REVIEW, April 1946, page 199.

of the league are: (1) To promote efficiency and economy in government; (2) to represent the interests of the general body of citizenry in opposition to governmental extravagance and mismanagement; (3) to foster public interest in better government; (4) to conduct research into governmental problems. Under the direction of Hugh R. Catherwood, until recently executive director, the league has secured nearly 600 members and has published the results of several administrative surveys.

Chicago Groups Ask Vote Fraud Investigation

According to a bulletin of the **Chicago Civic Federation**, County Judge Edmund K. Jarecki has ordered a complete investigation of irregularities and fraud in connection with the vote cast on city bond issues at the June 3 election. Action was taken on receipt of a letter and statement addressed to Judge Jarecki by the Civic Federation and the **Joint Civic Committee on Elections**, represented on which are the **Chicago Association of Commerce**, **Chicago Crime Commission**, **Citizens Association**, **City Club**, **Woman's City Club**, and **League of Women Voters**. "Careful scrutiny of the canvassed returns on the bond issues," say these organizations in their communication, "raises grave doubt as to the legitimacy of the casting and counting of the votes in several hundred precincts. . . . The public is entitled to just as much assurance as to the honest casting and counting of votes on public measures as it is to the proper casting and recording of votes for the selection of public officials."

The Executive Committee of the Chicago Civic Federation has also protested the use of public funds to influence referenda votes. Douglas Sutherland, executive secretary of the organization, in a letter to the Cook

County Board of Commissioners, opposes the use of \$10,000 by the County Judiciary Advisory Council for the purpose of "stimulating affirmative votes on the so-called 'Gateway' amendment to the amendment article of the state constitution which will be voted on in November." This amount had been budgeted to the Council for necessary expenses. Two reasons are advanced by the federation for its protest: (1) the reported contemplated use of the fund for the purpose of propagandizing on matters to be submitted to public vote "does not constitute a lawful corporate purpose of the county and such use is contrary to sound public policy"; (2) it is no part of the work of formulating a legislative program for statutory or constitutional change to prepare and distribute literature or other propagandistic matter in any form, or to prepare and publicize statements through any medium for the information and influencing of the voters.

Qualifications for Student Government Leadership

The **National Self-Government Committee** (Richard Welling, chairman) has issued a four-page leaflet by Edgar G. Johnston, of the School of Education, University of Michigan, on "Preparation for Student Government Leadership Through the Training of Sponsors." In his article Professor Johnston comments that "effective sponsorship, like intelligent parenthood, isn't something that 'just happens.' To make a vital contribution to the work of a student council the prospective sponsor needs to display a combination of personal qualities, practical experience and preparation for the responsibilities to be assumed." He lists five "definite phases or characteristics" which should be included in preparation for such sponsorship:

"1. *Development of a sound phil-*

osophy of education grounded in sympathy for democratic processes and institutions. A good many teachers are afraid of democracy. They lack abiding faith in the judgment and responsibility of young people. Others have never thought through the implications of democracy for school practice and procedures. By many, democracy is thought of as a precarious balance between regimentation and anarchy.

"2. *Thorough acquaintance with the development of student participation and of the activity movement in general.* Recent books and pamphlets dealing with the organization and activities of a student council and magazine articles in professional journals will give the new sponsor many suggestions on council responsibility and concrete projects undertaken by councils in other schools.

"3. *A practical understanding of adolescent boys and girls.* What makes them tick? What driving forces move them? What are their likes and dislikes? Fears and ambitions? Why does a group accept one leader and reject another?

"4. *Actual experiences in working with young people in voluntary activities.* Most of our teacher-training institutions provide ample opportunity for practice teaching. Few of them give similar guided experience in working with young people in the more informal associations of club and council and homeroom. It is the testimony of many teachers that they needed this kind of preparation for future responsibilities even more than the directed classroom instruction, since the situations they meet in sponsorships are so much more varied and techniques have been less fully developed.

"5. *Progressive appraisal of those qualities which make for success in work with young people.* Young people are usually frank—sometimes brutally frank—in telling what they like and

dislike about teachers. The virtues they list may not always coincide with the teacher-trainer's decalogue, but they're likely to furnish a pretty effective criterion of success in sponsorship. . . . The sponsor needs to learn to 'control that impulse' to manage things himself rather than to let young people grow by planning and working together and even by making mistakes."

Toronto Holds Electoral Improvement Conference

A conference on the date of holding municipal elections and improvement of municipal election procedure, appointed by the Toronto City Council, has been meeting to discuss election problems and their solution. Represented are the **Board of Trade, Canadian Manufacturers Association, Canadian Corps Association, Provincial Command of the Canadian Legion, Women Electors' Association, Municipal Chapter, IODE, Women's Get Out the Vote Committee** and municipal officials.

F. D. Tolchard, general manager of the Toronto Board of Trade, reported on the efforts of his organization to discover why so large a percentage of eligible voters fail to vote. During the past ten years, he said, the highest vote was recorded on New Year's Day 1939 when 44.04 per cent of the eligible votes were cast. The lowest was on the same day in 1942 when only 19.4 per cent of the voters came to the polls. Mr. Tolchard reported that representatives of the Board of Trade interviewed some 748 voters as to whether New Year's Day or some other holiday or a working day was a satisfactory time for voting, what were considered satisfactory hours of voting, the voter's interest—or non-interest—in civic affairs and, if they did not vote, their reasons. A report on the interviews is contained in the minutes of the electoral conference meeting of June 3. Toronto's Controller McKellar is chairman of the conference.

Self-examination

"How Effective Are You Politically?" questions the **National League of Women Voters**, Miss Anna Lord Strauss, president, in its monthly publication *Action*.

You cook, you wash, you sew a fine seam—

A model housewife, you're on the beam!

But what's your voice in how government goes?

Test yourself here, with your "yeses" and "noes."

Following the jingle are a series of 26 questions for the woman voter to answer—Do you like to vote? Would you skip voting if it were raining? Would you consider becoming a member of the school board or a city council? The last time you voted—wait a minute—did you vote at the last election? etc., etc. "Total your 'yeses' and 'noes,'" continues the test, and "see how you rate." Perhaps a few members of the male persuasion might try the test to their civic betterment.

* * *

Suggested Constitution

The **Tennessee Taxpayers Association** at Nashville, William R. Pouder, executive secretary, has issued a "Suggested Form of Constitution for County Taxpayers' Associations," revised as of August 16, this year. The suggestion should be of help to voters everywhere who are interested in citizen organization.

* * *

Get-out-the-vote by Radio

Because only a third of the registered voters cast their ballots in the local primaries of 1944, the **Citizens' Good Government Association of St. Joseph, Missouri**, decided something must be done about the situation. Beginning a week previous to primary day, it conducted a series of broadcasts designed to stir up interest among

the voters. The first program explained the necessity for citizen participation in local government through the ballot. Subsequent broadcasts gave a brief history of the offices to be filled with a description of their duties and functions and qualifications of candidates.

* * *

"Pattern of Progress"

"An experience-sharing report" is what the **Chamber of Commerce of the United States** terms its new service to member organizations. Believing that when a local chamber has made some substantial contribution to community life the word should get around so that others may "go and do likewise," the organization is publishing *Pattern of Progress*, each issue telling of some community project. A single sheet which can be folded to fit a No. 10 envelope describes such activities as the radio program which the **Beaumont, Texas, Chamber of Commerce** sponsored to inform the public of the work of the chamber and other civic groups; the living war memorial—a coliseum—for which **Winston-Salem, North Carolina**, citizens raised approximately a million dollars; a community "face-lifting" project initiated by the **Corning, New York, chamber**; a rural fire prevention program in the area about **Shawnee, Oklahoma**.

* * *

Urge Registration

The **Municipal League of Toledo** has joined with other local groups in an all-out effort to secure a 100 per cent registration among their memberships before October 7, the last day for registering in Ohio. Ronald E. Gregg is executive secretary.

The league reports that it prepared three radio talks based on the "History of Nonpartisan Government in Toledo," which were broadcast over WTOL by the **Toledo League of Women Voters**.

ers. Mrs. Henry Miller, president of the latter organization, has announced that another series is planned for early fall.

* * *

Build for Tomorrow

"It is a healthy sign," says the *City Manager's News Bulletin* of Kansas City, Missouri, "when people begin to realize that they are a part of their government—when they exchange the question, 'What's the city going to do about it?' to 'What can we do about it?'" "Build for Tomorrow" radio programs, presented on Saturday mornings over a local station, are using this for their theme. At each broadcast one of the coordinators of the city's Community Service Staff presents members of the community councils within her area to discuss council activities. Through participation and knowledge of the purpose of the neighborhood community council programs, it is hoped that citizen interest in local problems will be stimulated.

* * *

Organization for Recreation

A newly formed group is the **Citizens Recreation Council**, organized by Cincinnati individuals and civic bodies. Believing that Cincinnati, which prides itself on its civic conscience, does not have a recreation program up to the best American standards, the council has already taken action to improve the situation. It has requested the Recreation Commission to open and advertise to nation-wide competition all civil service examinations in the Recreation Department; it has requested that a temporary director of recreation be supplied or lent by the National Recreation Association until a permanent director is appointed and that an open, competitive examination be held at once to fill the position.

The **Hamilton County Good Government League** (Mrs. Mark G. Feder, secretary), which aided in the organization of the Citizens Recreation Coun-

cil, reports that the city council has before it a proposed change to the city charter calling for abolition of the independent Recreation Commission and creation of the office of recreation director under the city manager. If adopted by the council, the amendment will be submitted to the voters of the city for adoption.

* * *

Recent Publications

Edward W. Carter, of the University of Pennsylvania, and W. Brooke Graves, of Bryn Mawr College, are authors of *The Science of Citizenship*, published by the **American Citizenship Foundation** of Newark, New Jersey, of which Charles O. Frye is organization director. The publication of some 50 mimeographed pages is "A course outline for use in colleges and universities." It covers citizen study groups, rights and responsibilities of citizens, areas of citizen activity, specific fields of citizen study, citizen public opinion agencies influencing government, and citizenship and its values under other forms of government. An appendix by Mr. Frye deals with "organizational structures and technical processes for each level of government" and "program and charts for conducting citizen surveys of local and general units of government."

The **Canadian Council of Education for Citizenship**, at Ottawa, is publisher of *Community Centres*, by John P. Kidd (116 pages, 50 cents). The book discusses the need for community centers, how to plan for them, where and what to build and how to furnish, operation and financing, the possibility of government grants, use of schools, and—last but not least—the program for community centers. Suggested activities cover social, cultural, educational and recreational projects. It is an excellent guide, but there is little said on "education for citizenship."

Proportional Representation . . .

*Edited by George H. Hallett, Jr.
and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

Congressional Elections Appraised

Country-wide Analysis Shows Many Inequities

WILL the forthcoming congressional elections give accurate representation to the nation at this time of world crisis? Perhaps. But the following analysis of the last congressional elections indicates that under our present system of plurality choice in single-member districts the chances are slight.

In order to determine the effectiveness of representation it is necessary to collect separately the votes cast for successful and defeated candidates, respectively, of each party. Persons who voted for defeated candidates, although they had a limited opportunity to secure representation, did not actually obtain representatives, since the election system operates to represent only the most numerous group in each district. In the 1944 election some 37 per cent of the voters failed to obtain representation.

The prevalence of a virtual one-party system in nine southern states instead of the more usual two-party system requires separation of the results in those states in order that the special conditions resulting from the one-party system should not obscure the data relating to the operation of the two-party system elsewhere. Practically all the votes cast in the nine southern states in question were in favor of the candidates elected, but because of the light total vote in these sections, compared to total population (on which apportionment rests), these three mil-

lion voters elected a much greater proportion of the House of Representatives than any other three million.¹ Outside the south a considerable portion of the vote went for unsuccessful candidates, 44.7 per cent of the Democratic vote and 33.6 per cent of the total Republican vote being cast in favor of defeated candidates.

In the preparation of totals such as these, local inequalities (disproportionate population of districts and the effects of gerrymandered boundaries) tend to even out. The distribution of votes in individual states must be examined to obtain the full picture. Thus the vote for Democratic candidates was 43 per cent of the total in Iowa and 36 per cent in Kansas, but these votes failed to elect any of the fourteen representatives from those two states. On the other hand, although 30 per cent of the vote in North Carolina was for Republican candidates, every one of the twelve representatives elected was a candidate of the Democratic party. In New Jersey Democratic voters cast 46 per cent of the vote, but succeeded in electing only two out of fourteen representatives (14 per cent), whereas in Kentucky it was the Republicans who cast 46 per cent of the vote and succeeded in electing only one out of nine representatives (11 per cent).

In the table no account has been taken of changes resulting from recent by-elections in a few particular districts to fill vacancies, by which the Republican strength in the House was

¹Although the light vote may have been due partly to lack of close contests, it also reflects other factors such as limitations on the right to vote.

slightly increased. It may also be mentioned that the 79th Congress was not noted for party regularity in its voting. The *New York Times* observed recently that on most of the important legislation 36 Democratic members voted consistently with the Republicans and ten Republican members voted consistently with the bulk of the Democrats.

The subject of representation in Congress cannot properly be closed without mentioning that the District of Columbia, containing more adult citizens than any of a dozen states (1940 census), is without any representation in Congress, as are also the considerable number of citizens who are residents of Hawaii and other territories. The colonial political status of the national capital is a remarkable phenomenon, but it is not entirely unique since the commonwealth of Australia has likewise failed to enfranchise the residents of Canberra, its capital. These two capitals, to which the Atlantic Charter is not yet fully applied, are also without municipal self-government.

H. G. Wells 1866-1946

H. G. Wells, who died in August, was an outspoken champion of proportional representation, which he regarded as an obvious common-sense improvement in democratic governmental institutions and one already long overdue when he published his brilliant remarks on the subject in 1918.¹ He insisted particularly on the superiority of the single transferable vote method of P. R. as against other systems which do not give the voter so complete a choice among candidates.

Wells' impatience with the slow pace of the evolution of civilization gave his writing a rare forcefulness in those instances in which his competent mind had not been derailed by the emotions generated by that very impatience. His characteristic fretfulness eventually overcame his interest in improving the forms of democracy. When

¹See especially the passages of *In the Fourth Year*, quoted in Hoag and Halllett, *Proportional Representation* (1926), pages 17, 21. In 1924 he published *The P. R. Parliament*, a pamphlet.

HOUSE OF REPRESENTATIVES, 1944 ELECTION

	Total Votes in Millions	Percentage of Votes	Total Seats	Percentage of Seats
Democratic party, except south				
(1) Successful candidates	11.15	24.7	153	35.2
(2) Defeated candidates	9.18	20.2	0	0
Democratic party, south*				
(1) Successful candidates	3.01	6.7	91	20.9
(2) Defeated candidates	0.04	0.1	0	0
Republican party				
(1) Successful candidates	13.76	30.5	189	43.5
(2) Defeated candidates	7.47	16.6	0	0
Minor parties and independents				
(1) Successful candidates	0.13	0.3	2	0.5
(2) Defeated candidates	0.36	0.8	0	0
	45.10		435	

*The following states only: Alabama, Arkansas, Florida, Georgia, Louisiana, Mississippi, South Carolina, Texas and Virginia. Except for several districts in Virginia there were few Republican votes cast in those states. Oklahoma, Tennessee, Kentucky, North Carolina and Maryland are not included because they have a closer approach to the two-party system.

he found that his championship of P. R. did not bring about its immediate adoption in spite of the obvious merits he had pointed out, he began to doubt if public opinion was worth being faithfully represented, just as he lost interest in politics and the Labour party after a few unsuccessful ventures as a candidate² and just as he resigned from the Fabian Society when he found he could not make it over in six years.³

Long before these disillusionments he had toyed with the notion of the salvation of the public through a political elite group.⁴ About 1925 he ceased his agitation for improvements in the effectiveness of popular control of government and reverted to the philosophy that favors control of public policy by a self-appointed collection of persons professing a deeper-than-average interest in the public welfare.⁵ He was strangely unable to grasp the full significance of unhappy contemporary experience with government by elite groups, although he understood something of the nature of that experience, as is apparent from his novel *The Holy Terror* (1939). The happy ending in that book is deceptive: the police state once it is established is not so easily upset—the major examples in recent times have been upset only by the military victory of foreign nations.

While H. G. Wells was exploring the dubious short cuts to political salvation rather than following the more pedestrian reforms he had once found so promising, more patient souls made the Labour party the country's domi-

nant political organization. Others, including members of all parties, have quietly carried on the work of the British Proportional Representation Society: doubtless it too will in time bear full fruit.

W. R.W.

Another Referendum on Toledo Charter

The necessary signatures having been filed, a proposal will appear on the ballot in Toledo this November to replace the P. R.-council-manager government of that city with a mayor-council government similar to that superseded by the present charter in 1934.

This is the fourth attempt to repeal either the P. R. provisions or the entire charter, the third having been made only last year.¹ The previous referenda showed an increasing majority of the vote for the charter, the vote last time having been 64 per cent in favor.

The present proposal would provide a directly-elected mayor and would substitute a council made up of one member from each of the 21 wards of the city for the present council of nine members chosen by proportional representation at large.

P. R. League to Hold Annual Meeting

The Proportional Representation League will hold its annual meeting on Wednesday, November 13, at the Bellevue-Stratford Hotel, Philadelphia. As has been its custom for many years, the league will hold its meeting in conjunction with the National Conference on Government of the National Municipal League, with which it is now affiliated. This is the first meeting of the League since that held in St. Louis in November 1941, just previous to Pearl Harbor.

¹See the account in this department for December 1945.

²See the biography by Geoffrey West (1930), pages 217-218.

³West, *op. cit.* 145-154. See also the illuminating version in Wells' *Experiment in Autobiography* (1934).

⁴*Anticipations* (1901).

⁵*Democracy Under Revision* (1927); *The Open Conspiracy* (1928).

County and Township . . . Edited by Elwyn A. Mauck

Baton Rouge to Vote on City-County Proposal

Local Consolidation Path Paved by New Legislation

TWO proposed constitutional amendments and three new statutes, applicable to the city of Baton Rouge, the parish (county) of East Baton Rouge within which the city lies, and the other municipalities in the parish, were passed by the 1946 Louisiana legislature. They are designed to bring about more unified or better correlated government, governmental services and planning in the parish and its municipalities.

The chief constitutional amendment, which will be submitted to popular vote in the state on November 5, provides for the creation of a city-parish charter commission to prepare a plan of government for the parish and all municipalities within it. Such plan may involve the consolidation or reorganization of all or parts of the local governmental units within the parish. It shall establish separate urban areas, rural areas and an industrial area or areas. The provisions of the state constitution relating to taxation by municipalities would apply in the urban areas and the limitations relating to parish taxation would apply in the industrial and rural areas.

Any proposed plan of government is to be submitted to the voters of the parish at a special election.

Three of the nine members of the city-parish charter commission are to be appointed by the police jury (equivalent to county commissioners) of the parish; only one of these shall be from the city of Baton Rouge. Two

members are to be appointed by the Baton Rouge Commission Council. One member is to be appointed by each of the following: East Baton Rouge School Board, Baton Rouge Chamber of Commerce, the director of the State Department of Public Works, and the president of Louisiana State University.

The other proposed constitutional amendment would create a comprehensive recreation and park commission for the entire parish, subject to such plan of government as may result from activities of the city-parish charter commission. It is also to be voted on in November.

The chief statute of the three referred to provides for a parish planning commission of five members appointed by the police jury; one member is to come up for appointment each year. It is to prepare and adopt a master plan for the unincorporated area of the parish, covering streets, railroads and other transportation routes, public buildings, schools, zoning, etc. Its determinations as to streets and other facilities may be overridden by a two-thirds vote of the police jury.

A similar bill provides for a city planning commission of from five to nine members.

The third bill establishes an East Baton Rouge school board of seven members, to be elected in 1950 for six-year terms to supersede the present board; four members are to be elected at large from a portion of the parish and three from the remainder.

The legislative program was based largely on the work and recommendations of the City-Parish Planning Committee of Baton Rouge and—as to planning—of Harland Bartholomew

and Associates, who have been employed by the public authorities. Dr. Thomas H. Reed was engaged by the committee in connection with the governmental aspects of the program.

H. M. O.

Other City-County Consolidations Proposed

Citizens of Missoula and Missoula County, Montana, acting under provisions of state law, are circulating petitions asking that the question of consolidation of the county and "all cities and towns therein into one municipal corporation, . . . to be known and designated as 'City and County of Missoula,'" be submitted to the voters at a special election to be called by the Board of County Commissioners.

The mayor of Chattanooga, Tennessee, recently has proposed that the government of that city be consolidated with Hamilton County.

Petitions for County Charters Circulated

Reports indicate that petitions for adoption of county charters are being actively circulated in St. Louis County, Missouri, and Siskiyou County, California.

Michigan Again Considers County Reform

The Michigan Institute of Local Government, an organization of county officials, has, after more than a year of study, announced its sponsorship of a proposed constitutional amendment to modernize county government in the state. It marks the latest attempt in a series of similar efforts extending over the past quarter century. From 1922 to 1934 proposed constitutional amendments and statutes died in the state legislature. In 1934 and 1936 proposed constitutional amendments were defeated in popular referenda. In 1942 and 1944 amendments affecting Wayne

County only were defeated in referenda.

The institute's plan would give the counties home rule powers roughly comparable to those exercised by cities and villages in the state. An election could be called on an initiative petition or on a two-thirds vote of the county board. If a favorable simple majority vote is received, the election of a charter commission of nine, fifteen, or twenty-one members, depending upon the size of the county, must take place within a year. The charter it prepares must then receive a favorable vote (1) in the largest city, (2) in all territory outside the largest city, and (3) in a majority of the cities.

All counties would retain their large boards of supervisors, but the charter could provide for a county council of nine, fifteen, or twenty-one members, depending upon the size of the county, which would exercise many powers delegated by the board of supervisors. The council would be selected by the board and could include board members.

A county chief executive would be optional under the charter plan. A controller or board of auditors and a public works commission, however, would be required of any county adopting a charter.

A retirement system would be required of any county adopting a charter, but the merit system would be required only if there was one already operating. The elective county officials of sheriff, treasurer, clerk, register of deeds and prosecuting attorney would have their terms of office extended from two to four years.

Manual Prepared for Indiana County Auditors

The Bureau of Government Research of Indiana University has issued a 208-page *Manual for County Auditors*

of Indiana. It was prepared by careful examination of statutes, opinions of the attorney general, court decisions and other official material. Close cooperation with the Auditors Association was maintained at all times.

The duties and functions of auditors are listed first chronologically and subsequently discussed in greater detail under a topical arrangement. Subjects include the duties of the auditor in relation to various phases of county financial administration, such as accounting, assessment, collection of taxes, budgeting, borrowing and purchasing. Other topics include the duties of the auditor in relation to highways, school administration, county welfare, bridges and ferries, and ditches, drains, levees, water-courses and flood-gates.

Rural Roads Analyzed in U. S. Report

A recent report of the U. S. Public Roads Administration reveals that of the nation's three million miles of rural roads 2,400,000 miles are under local government control. In regard to construction of the roads, 48 per cent of the nation's rural mileage is surfaced. Of the unsurfaced mileage, 90 per cent is under county or other local jurisdiction. Of total mileage under local jurisdiction, 59 per cent is unsurfaced.

Rural Roads Planned in Sussex County, New Jersey

In conformity with a resolution passed by the 1945 General Assembly of New Jersey, the State Highway Department has chosen Sussex County, New Jersey, as a typical county in which to experiment with a dirt road improvement program. A survey revealed that all of the 80 miles of state highways and the 281 miles of county highways were improved, but that

only 60 per cent of the 763 miles of municipal roads, under the jurisdiction of fifteen townships, eight boroughs, and one town, was improved. The highway department is planning a systematic attack designed to improve most of the remaining unimproved mileage and thus establish a model for other counties to emulate.

County Infirmaries Close Slowly in Indiana

A study made by the Indiana Taxpayers Association shows that only four of Indiana's 92 county homes have been discontinued in recent years despite increased home aid through public assistance. The four which were closed include the Clark County Infirmary, which was taken over by the federal government for war purposes after arrangement was made with Washington County for the care of inmates; Harrison County, which arranged with Floyd County for the care of its inmates; Martin County, which made a similar arrangement with Dubois; and Ohio County, which discontinued operation of its infirmary several years ago.

The investigation revealed that in 35 Indiana counties there were less than twenty inmates in each county infirmary on January 1, 1946. Six counties had less than ten inmates and one had but three. The total disbursement for the 88 infirmaries in 1944 was \$1,388,099 and \$1,505,362 in 1945. The average age of the inmates was about 55 years. They could not qualify for old-age assistance until they reached the age of 65.

The Indiana state laws governing infirmaries have been revised in recent years to enable the boards of county commissioners with the consent of the county councils to discontinue the institution in whole or in part. Consequently, the Taxpayers Association

recommended that most of the counties should give the problem of the county infirmary careful thought not only in the interest of the inmates, but also in the interest of the taxpayers.

The report revealed that some counties with comparatively few inmates were considering extensive new buildings or repairs. It recommended thorough investigation of the possibility of two or more counties cooperating, and suggested that an infirmary in each congressional district might be adequate.

New York Justices Consider Reform

In a recent issue of *Justice Court Topics*, published by the New York Association of Towns, major attention was given to the problem of reform of the justice courts. The association has resumed the schools for justices which had been discontinued because of the war. The solution advanced by many lawyers, as well as laymen, merely to abolish justice courts was rejected because it ignores the question of what is to replace them. The association advocated public education to arouse sentiment for better courts, raising the qualifications of justices, standardizing fees, costs and procedures, and other similar measures. It deplored the attitude of many lawyers who consider the position of justice of peace as beneath their dignity.

Zoning Problems Multiply in Seattle Area

The Planning Commission of King County (Seattle), Washington, is requesting that its budget be increased from \$16,000 to \$23,000 annually and that it be divorced from the county engineer's office. It proposes that the increase in its budget be financed by a \$25 fee for each re-zoning case it con-

siders. Its members foresee greatly increased activity resulting from a major building boom in King County.

New York Delegates Power to County Boards

Under provisions of a statute enacted by the 1946 New York legislature, county boards of supervisors now may fix the pay of their members. After January 1, 1948, however, such pay must be a straight salary for all board meetings and committee work unless a different method of compensation is approved by popular referendum.

Texas County Has Lumber Trouble

Bexar County, Texas, has encountered the housing crisis in a novel form. The road commissioner reports that people are taking two-by-four boards off highway signs, as well as everything else that might be used in house construction. He declares that replacements are disappearing as rapidly as they are installed, and he suggests that plastics be used exclusively or that the signs be nailed to trees.

Wisconsin Sheriffs Adopt Resolutions

At its 1946 convention the Wisconsin Sheriffs Association adopted the following resolutions:

1. Improvement of jail standards with special facilities for youths under sixteen years of age.
2. Invitation to the F.B.I. to conduct schools for sheriffs and other law enforcement agencies.
3. Abolition of the fee system of compensation for sheriffs.
4. Request that the state automobile license bureau remain open at all times to provide immediate information when needed.

Hospital Aid Bill Approved

State and Local Building Programs Will Benefit

ONE of the last acts of the 79th Congress, providing for federal aid for hospital construction and planning, was signed by President Truman on August 15. It authorized grants of \$3,000,000 to the states for hospital surveys and plans and \$75,000,000 annually for three years to meet one-third of the construction costs of hospitals sponsored by state and local governments and non-profit hospital groups. As in the case of other Public Health Service measures, state health agencies will be the clearing organizations in administering the program.

For state surveys and plans Congress appropriated \$2,000,000 of the \$3,000,000 authorized, leaving \$1,000,000 to be appropriated in the future. Federal funds must be matched by the states dollar for dollar, and will be apportioned among the several states on the basis of population.

Congress appropriated none of the \$225,000,000 authorized for construction grants, leaving the initial appropriations to the 80th Congress. The construction money must be matched by the state and local agencies two dollars for one. Apportionment will be by a complicated formula using population and a weighted percentage based on income payments in each state designed to provide relatively larger allocations to the poorer states than would be received on a straight per capita allocation.

The 48 states, the District of Columbia, Alaska, Hawaii and Puerto Rico

will be eligible to participate, and the fund may be expended for public health centers, general and special hospitals, laboratories, clinics, nurses training facilities and related projects. The allocations for surveys and plans range from a low of \$10,000 in a score of less populous states and territories to a top of \$150,000 for New York State. Allocations of construction funds would yield New York State only \$2,945,000 annually compared with \$4,842,000 for Texas, \$4,552,000 for Pennsylvania, and \$3,433,000 for North Carolina.

Earlier the 79th Congress had provided for federal aid for airport construction and for highways. At present these, with hospitals, are the only postwar construction programs in which the federal government is making grants which cities and counties are eligible to share.

Sales Tax Urged for Washington, D. C.

A survey committee of officials and citizens of Washington, D. C., appointed by the district commissioners to report on the revision of the district's tax structure, recommended seven new or increased revenues estimated to yield the district \$17,750,000 annually.

Chief among the recommendations was a 2 per cent general sales and use tax, estimated to produce at least \$9,000,000. Increased taxes on spirits, wine and beer were estimated to add \$2,800,000; a tax on the earnings of non-residents, \$2,250,000; a 2 per cent tax on gas, electric and telephone bills, \$1,000,000; a 10 per cent amusement tax, \$1,000,000; a tax on unincorporated business, \$900,000; and a one cent per pack cigarette tax, \$800,000.

State Aid for Cities Increased

New legislation to help cities weather financial demands of postwar public works and services by granting local governments a larger share of state taxes has been enacted in Ohio and Louisiana, while in Michigan and Arizona the fate of proposed tax-sharing plans will be put up to voters this fall.

In Louisiana, New Orleans will receive an estimated \$400,000 additional income per annum through the recently enacted redistribution of state parimutuel tax revenues. The act allots the first \$250,000 from this source to the state university and earmarks three-fourths of the remainder for New Orleans. The state retains the balance.

Ohio cities' share of state sales tax revenues was increased in July by a special legislative session from \$16,000,000 to \$21,000,000 for 1946 with provision that the additional \$5,000,000 shall be paid between October 15 and December 31. Cincinnati expects to gain nearly \$400,000 from the new tax-sharing schedule before the end of the year. Big cities profit most from the recent enactment since the added \$5,000,000 is allocated 75 per cent on the basis of property tax levies and 25 per cent on basis of population.

In Michigan nearly 300,000 voters of different municipalities signed petitions placing on the November ballot a proposed constitutional amendment which would return one-third of state sales tax revenues to local governments. More than half the signatures reportedly came from Detroit and Wayne County.

Similar action by Arizona voters has assured a place on the fall ballot for an initiative calling for return to the state's 35 incorporated municipalities of 10 per cent of state gasoline tax

revenues. The proposed legislation provides that the cities' share be spent for street and highway costs and maintenance.

Tax-sharing legislation also has been proposed recently by groups of municipalities in Indiana, Colorado, Florida, Tennessee and California. Typical is the Indiana proposal calling for refund to cities and towns of one-third of state gasoline tax and license revenues.

State Programs for Veterans' Aid

A number of states already have in operation veterans' aid programs providing loans, educational assistance, hospitalization, housing, financial relief and other subsidies supplementing or increasing aids provided by federal agencies. The following paragraphs note some of the developments, as reported by the Public Administration Clearing House *News Bulletin*.

In Wisconsin benefits are paid for out of an \$8,000,000 postwar rehabilitation trust fund created by Wisconsin legislators last year for the exclusive purpose of helping veterans through the Wisconsin Department of Veterans Affairs.

Wisconsin is one of the few states providing medical care, including prolonged hospitalization not only for veterans but also for their dependents. More than 1200 ex-servicemen and their dependents have had medical bills paid out of state funds since last fall.

This service augments Veterans Administration care providing treatment for veterans only. The state action was based on the belief that big hospital bills incurred by a sick wife, child or dependent parent would slow a veteran's readjustment nearly as much as if he himself were physically incapacitated.

Outright educational grants have been made to more than 1,000 Wisconsin veterans, dependency grants to more than 700, while other direct financial benefits have been paid for business and agricultural purposes.

The educational grants are made when it is deemed necessary to supplement benefits of the G. I. Bill of Rights. A single veteran is eligible for state educational grants of \$20 per month, a married veteran \$30 per month, and a veteran with a wife and two children may have \$50 added to his G. I. Bill educational allotment.

Five-Year Loans

Veterans' loans are being given out in Wisconsin at the rate of \$30,000 a month. The maximum loan is \$750 which must be secured by real or personal property or co-signed by qualified endorsers. Loans are made for periods not to exceed five years and for purposes "deemed absolutely necessary to the veteran's successful rehabilitation." Such purposes may include purchase of farm machinery, livestock, merchandise to stock small businesses or to consolidate debts contracted while the veteran was in service.

Thus far only about half of Wisconsin's more than 310,000 servicemen have been discharged, so greatly increased use of state financial aid to veterans is expected during the next few years.

Veterans' welfare received another substantial boost in California when a special session of the legislature increased to \$10,000,000 funds earmarked for veterans' emergency housing.

The recent California action added \$2,500,000 to the \$7,500,000 appropriated earlier this year for veterans' housing. The increase is expected to furnish 7,500 more housing units and

will be allocated to cities converting federal temporary war housing to veterans' use. Cities put up 10 per cent of costs; the state furnishes the other 90 per cent.

Increasing numbers of California veterans are taking advantage also of cash educational benefits provided by the state to supplement GI Bill of Rights provisions. The state will spend up to \$1000 on any resident veteran for educational needs.

Though both state and federal cash benefits may not be drawn by any veteran simultaneously, state assistance is being given vets who have exhausted federal aid due them. This provision is proving most valuable to ex-GI's completing lengthy professional courses. Others wishing only short refresher courses are using the state program first as a ready means of financial aid.

Alabama Program

More than 95 per cent of the 226,000 discharged veterans in Alabama have received "some reportable service" from the State Department of Veterans' Affairs during the past ten months. Alabama veteran aid is financed by an initial appropriation of \$350,000 from the state legislature. Through its state headquarters and 67 county service commissioners the department has concentrated on solving veterans' housing and employment problems.

Nebraska's State Service Office provides veterans' services from the earnings of a trust fund which will eventually amount to \$8,000,000. Emergency relief is provided needy ex-servicemen and their families when other relief facilities are found inadequate. Administration of veterans' benefits on the local level is handled by county service officers now operating in 75 of the state's 93 counties.

Local Affairs Abroad Edited by Edward W. Weidner

Local Councils Appointed in Germany's British Zone

Military Government Seeks to Establish Democracy

THE aim of the military government in the British Zone in Germany is to establish a new conception of democracy, one which will be strong enough to withstand the challenge of any authoritarian regime that may attempt to emerge in the future.

As a first measure of democracy, instructions were issued in September for establishment at the lowest level of government—the parish, the town and the rural district—of councils nominated by the local military government commander, to be as representative as possible of all sections of the community. They are not merely advisory councils to approve actions of the *Buergermeister*, but are designed as executive councils. It is emphasized throughout that, subject to the authority of military government, each is responsible for the local government of its own particular area.

There are about 8,000 parishes in the British Zone, nearly 140 large rural districts and about 60 county boroughs. In all these, except in the smallest parishes, councils have already been, or are being, established.

There have been inevitable difficulties, most of them foreseen. The political apathy of the German people, the shortage of trained administrators, the concentration of energy upon the pressing economic problems of the day, have all had to be taken into account. On the whole, however, the results achieved have been satisfactory.

The next step will be establishment

of similar councils at higher levels of government. The English have no parallel to the complicated system of regional government that exists in Germany. Between the *Stadtkreis* (county borough) or the *Landkreis* (large rural district almost equivalent in status to an English county) and the state come at least one, and in most cases two, intermediate layers of government. Nominated regional councils are to be set up at these levels also.

The final stage of development will be the replacement of these nominated councils by elected councils. Meanwhile, the Germans are getting valuable practice through the nominated councils in the give-and-take of popular discussion that is the foundation of true democracy.

"The establishment of councils, even of elected councils," states *Local Government Service*, "is not in itself enough to insure that German democracy is firmly rooted. In the belief that local government is the basis of democracy, we shall aim to decentralize power as far as possible to the lowest units of government. We shall seek to dissolve the unholy alliance that has hitherto existed in Germany between politics and the civil service by separating the policy-making functions of the representatives of the people from the executive functions of the professional civil servants, and we shall seek to recognize the German civil service in such a way that its members regard themselves no longer as a privileged caste but rather as the servants of the community."

Centralization vs. Decentralization

Professor F. A. Bland, of the University of Sydney, in a recent article in

the *Shire and Municipal Record*, comments upon the relationship between democracy and decentralization:

"Until there is a clear conception of the need for local government, it profits little to discuss our wants. Is there any appreciation of the need for local government in Australia? While there is lacking an understanding of its purpose, the wants of local government will always be weighed in the scales of party expediency.

"Contrast our fortuitous floundering with the clarity and precision of the purposes of the Potsdam Agreement for the initial occupation of Germany. Article 3 declares that the objective is the eventual reconstruction of German political life on a democratic basis. Article 9 expands this: The administration of affairs in Germany should be directed towards the decentralization of the political structure and the development of local responsibility. To this end, local government should be restored throughout Germany on democratic principles and, for the time being, no central government shall be established.

"Here is an unequivocal declaration of the reasons for local government. It is useless, say the 'Big Three,' to think of erecting a central structure of government until the Germans have learned to manage their local affairs upon democratic lines. The substance of democracy is found only in a decentralized administrative system where people acquire a sense of individual responsibility for the proper and efficient conduct of public affairs.

"One hundred years ago Sir George Gipps was expounding the same principles to the people of New South Wales. Before you assume the task of responsible government, he said, show that you can work the system of district councils of local government. Impatiently, and with over-

confidence, his views were brushed aside and few people realized that this action presaged the knell of popular government in New South Wales.

"In place of a decentralized system administered by popularly elected representatives of the local community, we have been satisfied with government by central officials distributed throughout the country, owning a primary loyalty to 'the city.' Whatever may be said for the efficiency of this type of administration it is condemned by the Potsdam Agreement. It must be condemned because it is irrefutable that it restricts the growth of local government institutions, and the cultivation of a sense of local responsibility. The tragic effects of our centralized organization are everywhere apparent.

"Surely it is ironical that we dismiss with contumely the very remedies that we deem essential for the reconstruction of Germany!"

Are Efficiency and Democracy Compatible?

According to the *Municipal Journal* (London) a problem lies in the question as to whether efficiency and democracy are compatible. One factor in democracy seems to be maximum participation of the citizen in self-government. This leads to hosts of committees and frequent checks on the action of the executive. In the complexity of modern society, and the pace at which things move, can efficiency be achieved through the welter of committees and despite the checks? The answer is not that democracy can afford to be inefficient. The will to social reform may become impatient of the means. People want houses and want them quickly, and if the housing committee cannot produce houses within a reasonable time there might well be a demand for a more authori-

tarian type of government which could produce the houses and damn the consequences.

That mass participation can be efficient is a view widely held, and one recent event—the voluntary Civil Defense Services—has gone some way to confirm this view. The appeal for service and the delegation of responsibility did evoke powers of leadership, stores of cooperative good will, and reserves of energy and enthusiasm which turned a service notable for the active participation of almost every citizen into an efficient war-winning instrument. This was not quite a unique event, but it was a wartime event, and the question of evoking the same response in peacetime remains unanswered.

International Union of Local Authorities Meets

Delegates from twelve countries attended the first conference since the war of the International Union of Local Authorities in Brussels last summer.¹

The delegates utilized the occasion for getting better acquainted, and many messages of good will were presented. Several speakers expressed their belief in the essentiality of local government to democracy, especially in view of recent trends toward centralization.

The conference was called to discuss renewal of activities of the union in the changed conditions resulting from the war and to study the urgent problems of: (1) reconstruction rendered necessary by the ravages of war; (2) education of the citizen as to his civic responsibilities and the benefits to be derived from their exercise; (3) advantages to be obtained from the operation of responsible and independent

local authorities working to provide for the people all those useful local services which conduce to the well-being of the citizen, or, in other words, the value and limitations of local autonomy.

Professor Roland Egger represented the American committee of the union.

Suggestions on Relieving Congestion in Cities

In England a Royal Commission on the distribution of the industrial population suggested that where decentralization or dispersal from congested urban areas is found desirable the following methods should be considered: (1) garden cities or garden suburbs, (2) satellite towns, (3) trading estates, (4) further development of existing small towns or urban centers, (5) other appropriate methods.

The Royal Commission suggested that when development in the form of a garden city or satellite town has been decided upon, certain broad conditions should be observed:

1. The communities should be complete units so far as possible and placed well outside the existing town so as to enjoy advantages of air and space not possible at the center or in the immediate suburbs, and they should be protected by a belt of open country so as to avoid eventual coalescence with the existing town.

2. They should be off the main arterial roads of traffic, but have good access to them, and should be near enough to the big center to enjoy its advantageous marketing facilities.

3. They should provide industrial and other occupational opportunities, preferably with reasonable diversification, for a large proportion of the inhabitants.

4. While sited far enough away from the center to secure satisfactory conditions for space and recreation,

¹Reported in *Municipal Journal*, London, July 19, 1946, page 1304.

they should be near enough to permit the residents to enjoy, when desired, the medical, educational and recreational facilities which the big center can supply.

The suburb ought to be a secondary center of social and civic activity and to develop a community feeling of its own.

County Planning Urged for New Zealand

There is no reason why a New Zealand county council should not concern itself with the planning of villages and towns of the future, according to a recent article by a county clerk in *Board and Council* (Auckland).¹ The county council can and should be the controlling authority and have wide powers. It already has, suggests the article, but how many county councils actually concern themselves with all the items the law allows?

An extra-urban planning scheme provides for the arrangement, location and well-being of the inhabitants of the county who are congregated together in groups. It provides for the orderly development of areas that are not town and not country. It provides that such development shall be carried out to give the greatest good for the greatest number with the least possible expenditure of public and private funds. It should provide that future towns which are now in their embryo stage will be clean and healthy, that it will secure systematic and orderly growth by harmonizing the various interests, the safeguarding of the amenities of residential districts, stabilizing of property values, prevention of traffic congestion and, generally, the promotion and safeguarding of health, safety and economy in the building and administration of our communities.

An extra-urban planning scheme promotes the advancement of counties. If the county councils take a keen interest in the planning of an extra-urban area, the farm or rural lands surrounding are bound to become more valuable.

New Zealand can best grow as a country of small holdings, with innumerable extra-urban areas or villages which will be able to supply all the modern amenities of an up-to-date town or city, and it is up to the county councils to prepare for this time.

Intergovernmental Fiscal Relations

The Victorian, Australia, Municipal Association has set up a committee to investigate the matter of supplementing municipal finances and it has recommended that a commission should be established to define the spheres of federal, state and local governments and to make a reasonable allocation of public revenue in accordance with the duties of each level of government. Although the federal and state governments have devised a number of new forms of taxation, local governing bodies were restricted to that authorized in 1864, although a great number of additional duties including social services have been delegated to them.

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Public Relations in South Africa

The appointment of competent public relations officers, whose duty it would be to create public interest in local government affairs, has been urged by the *South African Municipal Magazine* for all local councils. The apathy of citizens in local matters has been marked, it reports.

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Health Service Bill

The Health Service Bill (England and Wales) has been passed by the standing committee of Parliament.

¹May 1946, page 9.

Books in Review

Cities Are Abnormal. By Elmer T. Peterson, Louis Bromfield, Jonathan Forman, Ladd Haystead, Henry L. Kamphoefner, S. C. McConahey, H. C. Nixon, J. J. Rhyne, Paul B. Sears, Roy L. Smith, Warren S. Thompson and Paul L. Vogt. Norman, University of Oklahoma Press, 1946. 263 pp. \$3.

We think a better title for this book would have been "American Civilization, Its Cause and Cure." For truth to tell, some of the most striking evidences of "abnormality" that this book exposes are found in the country, not in the city. A few examples: erosion and depletion of the soil and other natural resources, the high rate of rejections for the army in regions where the soil has been drained of nutrient mineral content, Huey Long, the farming corporation, displacement of farm workers by new machines, etc.

The title of the book and occasional non-essential remarks suggest that some of the authors have a bit of the traditional countryman's dislike or distrust of the city and the city guy. Discounting this bias, the essays generally and gracefully support the growing belief that the trend to the big city has about worn itself out, and that the new direction should be toward a settlement in smaller, more open clusters which will bring agriculture and industrial production closer together and permit the average family to live closer to the soil and the open air and nearer both to its work and to the material comforts and joys offered by modern civilization.

A book arriving at these conclusions could equally well have been written by inveterate city men who weren't quite sure how they felt about the joys of that strictly "natural or rural life" which is held up as the "inescapable norm."

And if they had shown doubt of the attachment of all members of America's farm bloc to "economic verities" or their prudent avoidance of debt or their sturdy refusal ever to look to government for financial help it would have had little bearing on the essential thesis of the book.

Just how far the process of beneficent decentralization is likely to go without a good deal more authoritative planning and coercion than is desired, is a question that only time can answer. One may also wonder just how many families, in the ideal society, would have "one foot" so deep in the soil as to produce in spare time on a family plot a substantial part of their basic economic security. However, all will join in wishing for more and more families the opportunity to grow "weeds even," so long as they are in gardens of their own.

As always, Paul Sears' contribution, "The Ecology of City and Country," is an intellectual and literary treat. H. C. Nixon's chapter, "Government of the People," finds in the county, at least in his own South, "a bedrock institution for registering the consent of the governed." He notes signs of improvement in county government which make it time "to discard the generalization that the county is 'the dark continent of American politics.'"

J. E. B.

You and Your City. Washington, D. C., United States Conference of Mayors, 1946. 40 pp. Illus. \$1.

And here is the complaint of the cities against abnormal and unjust restraints upon their freedom to work out their own destinies. This is a vigorous plea for a better deal for those "municipal institutions" which "constitute the strength of free na-

tions." The official organization of American mayors calls for an end to "short-changing the city," in both legal and fiscal home rule. Blame is put squarely on rural dominated legislatures for "holding in shackles the man whose callings and inclinations cause him to live in town and city rather than on the soil." The pamphlet is effectively illustrated with photographs, tables, and modern pictographs.

J. E. B.

Municipalities and the Law in Action. Proceedings of the 1945 Conference of the National Institute of Municipal Law Officers. Edited by Charles A. Rhine. Washington 6, D. C., National Institute of Municipal Law Officers, 1946. 565 pp. \$10.

This is the ninth volume in the series, *Municipalities and the Law in Action*, prepared by city attorneys representing 416 municipalities making up the membership of the National Institute of Law Officers. Reports in the volume are the result primarily of information submitted by members in response to questionnaires asking for a complete report of the experience of each member city during the previous year.

The legal aspects of practically all the problems facing municipalities in the postwar period are discussed. Federal-city and city-state relations are set forth as are the relations of metropolitan cities with adjoining municipalities; finance and taxation, municipal ownership, municipal labor union contracts, law enforcement and strikes, civil liberties, housing, sewage disposal, blight and slum areas—all are covered by comprehensive reports.

Additional Books and Pamphlets

Building Codes

Building Codes under Fire. Reprinted from *Business Week*. New York,

McGraw-Hill Publishing Company, 1946. 6 pp.

Economics

Profits and the Ability to Pay Wages.

By Fred Rogers Fairchild. Irvington-on-Hudson, New York, Foundation for Economic Education, Inc., 1946. 64 pp. Fifty cents.

Fire Departments

Number of Pieces of Fire Apparatus in Villages; Personnel of Village Fire Departments; Salaries of Village Firemen; Vacations and Sick Leave Allowed Village Firemen. Albany, New York State Conference of Mayors and Other Municipal Officials, 1946. 3, 7, 6, and 1 pp. respectively.

International Trade

International Trade Barriers. Edited by E. R. Latty. Durham, North Carolina, Duke University Press, *Law and Contemporary Problems*, Summer-Autumn, 1946. 220 pp. \$1.

Leadership

Human Spark Plugs Wanted. A Guide to Self-Training in Leadership. By Daymond J. Aiken. New York, Prentice-Hall, Inc., 1945. 31 pp. Seventy-five cents (discount on quantity orders).

Mayors

Annual Message to the Board of Supervisors of the City and County of San Francisco. By Mayor Roger D. Lapham. San Francisco, Mayor's Office, 1946. viii, 203 pp.

Parking

City Parking Lots—Acquisition and Operation; Regulation of Off-Street Parking and Private Parking Lots. Albany, New York State Conference of Mayors and Other Municipal Officials, 1946. 3 and 5 pp. respectively.

Planning

The Master Plan. Report on Program and Progress. Cincinnati, City Planning Commission, 1946. 40 pp.

The People of Detroit. Master Plan Reports. Detroit, City Plan Commission, 1946. 52 pp.

Eleventh Annual Report of the State Planning Board for the Year 1945. Providence, Rhode Island, 1946. 56 pp.

Police

Police Manual. Greenwich, Connecticut, Police Commission, 1946. 40 pp.

Salaries

Increasing Compensation During 1946 Fiscal Year; Salaries of Village Clerks and Deputies. Albany, New York State Conference of Mayors and Other Municipal Officials, 1946. 1 and 3 pp. respectively.

Taxation and Finance

The New Plan for the Stabilization of Local Finances. By Frank C. Moore. Address at 1946 Conference of Municipal Finance Officers Association of the United States and Canada. Albany, New York State Department of Audit and Control, 1946. 11 pp.

1946 Conference Issue, Municipal Finance. By Rollin F. Agard, et al. Chicago, Municipal Finance Officers Association of the United States and Canada, 1946. 32 pp. Fifty cents.

A Preview of Local Government—1945-1955. Addresses delivered before the New York State Conference on Local Government Services, Albany, New York. Albany, New York State Department of Audit and Control, 1946. 116 pp.

Public Finance and Full Employment. By Richard A. Musgrave, et al. Washington, D. C., Board of Governors of the Federal Reserve System, 1945. 157 pp. Twenty-five cents.

Traffic

Use of School Boy Patrols for Traffic Duty. Albany, New York State Conference of Mayors and Other Municipal Officials, 1946. 2 pp.

Veterans

Employment, Rehabilitation, and Veteran Adjustment. A Bibliography,

1940-1945. By Paul S. Burnham. Chicago 37, Public Administration Service, 1946. 27 pp. \$1.

RESEARCHER'S DIGEST

(Continued from page 481)

tive in-service training program, and revitalization of the city's service rating system.

Municipal Salaries in Massachusetts, 1945, annual publication of the **Massachusetts Federation of Taxpayers' Associations**, Boston, Norman MacDonald, executive director, lists salaries paid by Massachusetts cities and towns for generally comparable positions as reported to December 31, 1945. A similar publication of the **University of Washington's Bureau of Public Administration**, Donald H. Webster, director, and the **Association of Washington Cities**, Joshua H. Vogel, acting executive secretary, compiled by Donald C. Sampson, research associate, lists the *1946 Salary Rates for Municipal Positions in the State of Washington*.

A preliminary twenty-page survey of the Newark pension system, published by the **Newark Bureau of Municipal Research**, looks toward an "actuarially sound system" to replace the "hodge-podge of expensive pension plans which give neither rights nor adequate security to employees." A number of matters are noted for further consideration, and a need for remedial legislation is indicated.

The spectacular increase in social science personnel in the federal service since 1931 accounts for a timely study of *Personnel Problems Affecting Social Scientists in the National Civil Service*, by Lloyd M. Short, of the University of Minnesota. The study is published as **Social Science Research Council Pamphlet No. 1**, New York, 1946, 35 pages. The principal findings and recommendations are summarized in a concluding chapter.